

ATLANTA MEETING # MAY 6-12 INCLUSIVE

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JEFFERSONVILLE, IND.

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Address all communications to

JOSEPH P. BYERS,

General Secretary,

JEFFERSONVILLE, IND.

# THE NATIONAL BULLETIN OF CHARITIES AND CORRECTION.

VOL VI.

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## The National Conference of Charities and Correction.

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\* Deceased.

**The General Secretary.**

Mr. Joseph P. Byers, Secretary of the Ohio Board of State Charities and the General Secretary of the National Conference of Charities and Correction, resigned the former position on October 1st, effective December 1st, 1902. The resignation was the result of his appointment to the General Superintendency of the Indiana State Reformatory at Jeffersonville, succeeding Mr. Alvin T. Hert in that position. Mr. Byers' appointment at Jeffersonville dates from December 1st, 1902. His relations with the National Conference remain unchanged. Members of the Conference should note the change in his address. Direct all communications to him at Jeffersonville, Indiana.

**The New Ohio Secretary.**

On November 7th the Ohio Board of State Charities unanimously elected Harvey H. Shirer, of the Department of Pedagogy of Heidelberg University, Tiffin, Ohio, to succeed Joseph P. Byers, as Secretary of the Board. Mr. Shirer is a young man, little past his thirtieth year. For five years he has been connected with the faculty of Heidelberg University, being librarian in addition to his duties in the Department of Pedagogy. He has edited many of the student and official publications of his Alma Mater, and comes into the service of the State highly recommended.

The new appointee was born and reared within a few miles of Dayton. Stimulated by his parents, he devoted himself to the securing of a liberal education. Because of hard work on his own part, he was graduated from Dayton High School with special honors. He at once entered Heidelberg University and received the degree of Bachelor of Arts in 1897, ranking third in a large class. It is to be said to Mr. Shirer's credit, that he provided for his own support in college by working at whatever honorable employment was offered him: gardening, printing, tutoring, etc.

Ohio's new Secretary took charge of the work on December 1st, with the best wishes of all interested in charitable and corrective work.

**Alvin T.  
Hert.**

Mr. Alvin T. Hert, who has been General Superintendent of the Indiana State Reformatory at Jeffersonville, since its establishment, and who was influential in drafting and securing the passage of the law which created the institution, has resigned and will engage in commercial pursuits. Mr. Hert's retirement causes the regret of all who are familiar with his work. The Reformatory was formerly a State's Prison, and Mr. Hert entered correctional work as Warden of the Prison. He early saw the great importance of adding a reformatory for younger criminals to Indiana's correctional system and went vigorously about securing the change. The same breadth of view which led him to recognize the need of a reformatory enabled him, after becoming the head of the new institution, to put rapidly into operation approved principles and methods of successful reformatories elsewhere. His efficiency met general recognition and two years ago he was elected President of the National Association of Prison Wardens. The record he has made in the reformatory field justifies the general regret which is manifested in regard to his retirement. — *Co-operation.*

**William  
Howard Neff.**

Wm. Howard Neff, of Cincinnati, died September 17th, 1902. At the time of his death Mr. Neff was a member of the Ohio Board of State Charities, being originally appointed in 1880 and serving continuously till his death. In 1886 he served as President of the National Conference at the meeting held in St. Paul. The older members of the Conference will remember the charming grace and dignity, combined with business tact and ability, with which he presided over that noteworthy meeting. The following tribute to his life, his character and worth was adopted by the Ohio Board and by the Ohio State Conference of Charities and Correction, of both of which he was an invaluable member:

In view of the fact of the recent decease of the Hon. William Howard Neff, of Cincinnati, Ohio, who, from the organization of the Ohio Conference of Charities and Corrections has been one of its most active and interested members, and also, since 1880, a member of the Board of State Charities, it seems fitting that we should place upon record some appreciation of his life and services.



In 1880, twenty-two years ago, Mr. Neff became a member of the Board of State Charities, and as such, until the close of his life, was officially identified with the care and supervision of all of the dependent, defective and delinquent classes of the state.

In 1890, twelve years ago, upon the organization of the Ohio State Conference of Charities and Correction, he became a charter member, and one of its most earnest promoters.

During all these years, in all forward movements of philanthropic work, Mr. Neff, with voice and pen, and personal influence, has been an important factor, not only in Ohio, but also in other states.

When he became a member of the Board of State Charities he also became a member of the National Conference of Charities and Correction, and during the years that followed he attended nearly all of its annual Conferences and participated in their deliberations and discussions. In recognition of his abilities he was selected for the high position of President of the National Conference which met at St. Paul, in 1896, and to his eminent qualifications as an organizer, and presiding officer, its great success was largely due.

In view of the eminent services of Mr. Neff in all philanthropic work and especially in the benevolences represented in the Ohio State Conference of Charities and Correction, of which he has been an honored and useful member from its beginning, we his associates, in the adoption of this memorial, express our high appreciation of his life and work, and commend them as an example for imitation to the generations that come after him.

**Atlanta.** Preparations for the next annual session of the National Conference are well under way, and will be pushed actively during the Winter and Spring. The Southern members are co-operating in every way possible in the efforts to make the Atlanta meeting conspicuous for size, strength and influence. A number of Governors of southern States have expressed an active interest in the meeting and the State corresponding secretaries are responding cheerfully to the call for increased activity on their part in interesting the people of their several states. All along the line the work is going ahead in a way gratifying to the Conference officials.

A meeting of the Executive Committee was held in New York City on November 22. The principal work done was the blocking out of a tentative program. The final arrangement of the program will in all probability be decided upon at the meeting of the committee to be held in Atlanta in December. At the same time the local preliminary arrangements will be perfected and the exact date for holding the Conference determined.

The tentative program as adopted by the committee after full consideration of the requests of the several chairmen of standing committees and the necessary limitations of a week's session to accommodate nine standing committees, is indicated by the following chart outline:

# PROGRAM FOR THE ATLANTA CONFERENCE.

DATE — MAY 6TH TO 12TH, INCLUSIVE, 1903.

DAY.	HOOR—10 A. M.	HOOR—2 P. M. SECTION MEETINGS.	HOOR—8 P. M. GENERAL SESSIONS.
Wednesday, May 6			Opening Session.
Thursday, May 7	GENERAL SESSION. County and Municipal Institutions, etc.	a. Juvenile Delin- quents, etc. b. Disease and De- pendence, etc. c. County and Muni- cipal Institutions, etc.	State Supervision, etc.
Friday, May 8	SECTION MEETINGS. a. Juvenile Delin- quents, etc. b. State Supervision, etc. c. Disease and De- pendence, etc.	a. Needy Families, etc. b. Criminals, etc. c. Juvenile Delin- quents, etc.	Juvenile Delinquents, etc.
Saturday, May 9	GENERAL SESSION. Colonies for and Seg- regation of Defect- ives.		Destitute Children, etc.
Sunday, May 10		Conference Sermon, probably at 3 p. m.	
Monday, May 11	GENERAL SESSION. The Insane, etc.	Destitute Children, etc.	Needy Families, etc.
Tuesday, May 12	GENERAL SESSION. Disease and Depend- ence, etc.	a. County and Muni- cipal Institutions, etc. b. Needy Families, etc. c. Juvenile Delin- quents, etc.	Criminals, etc.

## GEORGIA AND THE ATLANTA CONFERENCE.

T. D. LONGINO, STATE CORRESPONDING SECRETARY.

How can the Atlanta Conference most benefit Georgia? By every city and county in the state sending delegates composed of representative citizens to this Conference. The Conference will be made up of men and women who have made a study of charities and corrections; the members of the conference will give their views arrived at after long experience in handling these questions, and leave every one free to form their own opinions. Surely every county in the State is interested in these two subjects, and I know of no better way to learn the best mode of dealing with them than by hearing them discussed by those that have had long experience in dealing with them. From having attended the last Conference held, I can say that anyone who attends the next Conference at Atlanta will never forget it. This Conference has never held but one session in the South (Nashville had it in 1894) though it has been in existence thirty years. Atlanta expects to spare nothing to make this the best session it has ever held. We will have delegates from every state in the Union, and I do hope that every section of this State will be represented.

### Supervision and Administration of Charities and Corrections in Georgia.

We have a commission that looks after the convicts that are leased out to private individuals; they are charged with the duty of seeing that they are humanely treated, well clothed, fed and comfortable quarters. Our common jails for the most part are a disgrace to the counties wherein they are situated. Our charitable institutions are presided over by boards of Trustees, and are visited once a year by Committees from the Legislature and in the main are well cared for; the State makes large appropriations for the support and maintenance, and so far as I know it is judiciously spent. But I think that every State should have a board of Charities and Corrections.

### Child Labor.

There is no subject in our state that is being more discussed at this time than Child Labor. Cotton factories are being built all over the State and for the past twenty years the number of children, under twelve years of age, working in factories has increased nearly 300 per cent. Owners of mills have their agents all through the country persuading parents to come to town and put their children to work in the factories; the result is the agricultural districts are being depopulated of tenants, ruining the schools, and those who would remain in the country are compelled to come to town in order to educate their

children. Once in town, the children are put to work and grow up in ignorance. It is impossible to obtain exact data upon child labor in the State, but a census of 549 children in the factory district in the city of Augusta under twelve years of age revealed the fact that only 116 could read and write, and a majority of those entered the mill after they were ten years old. Hon. C. C. Houston has introduced a bill, and it is pending now before the legislature, prohibiting children under twelve years of age from working in factories — we believe it will become the law in this state.

#### **Care and Treatment of the Insane, Epileptic and Idiotic.**

These are all cared for in the State Sanitorium, for the maintenance of which the State appropriates nearly \$300,000; this institution is the pride of the whole State and should be enlarged to a sufficient capacity to accomodate all who are fit subjects to become inmates thereof. Many are yet at this time confined in the common jails of the State for lack of room, and if there is any class which should be well provided for it is the above. I notice the Trustees of this institution have called attention to the fact that all the criminals that become insane are sent to the same institution with the others, and they say this ought not to be so. I agree with them. It is a shame.

#### **The Care and Training of Delinquent Children.**

By delinquent children is meant: those who fail to put forth efforts sufficient to reach that degree of efficiency requisite for developing characters strong enough to meet the battles of life successfully; children without interests in the useful occupations to which they have been assigned by parents and guardians for their well being.

The causes which lead to this state are sometimes constitutional, sometimes defective training, and sometimes no training.

Children often become delinquent because in very early life they are not encourage to perform regularly any kind of useful service.

Such duties as children can perform would afford them as much pleasure as play, were they only trained from early childhood to assume them as work of love for others. Such training interest them in their home and in the loved ones at home; it begets a feeling of responsibility, as well as being partners in the weal or woe which may befall the family corporation — in short, children must be made to feel that they have a right at home; that they are important factors of the institution, deserve what they receive and are not pensioners, feeding on soup dished out by charitably inclined parents. Thus treated, as years of discretion come on, they are inspired to greater and greater efforts — that they may measure up to the expectation of their people.

It often happens that mothers excuse themselves of the responsibility for the waywardness of their children on the plea that they are physically unable to chastise them. Brute force alone fails in all discipline. Strong men, firm believers in the rod, have signally failed in controlling their children.



Too much suppression is a great wrong; love and interest in those things which lead the child to a correct life are worth more than tyranny.

What shall be done with delinquent children? How shall they be cared for and trained, so as to be saved to society?

As a general proposition, love is a sufficient incentive to induce parents to do the best they know for their own children, thoughtfully and conscientiously; but inordinate selfishness, over confidence in blood, indolence, or immoral habits, too often come between parents and children.

Something, therefore, is needed to impress upon indifferent parents their duties to the rising generation.

For years the laws relating to the responsibility of parents for the conduct of their children have been left unmolested and the statute books, sleeping the sleep of the dead, because the family is supposed to be the foundation of the republic—it *should* be.

But there are so many instances, in cities especially, where no family government exists, that the State—for her own protection—should devise some plan to prevent recruiting so rapidly the ranks of an army already alarming because of its numbers.

The State, assuming the burden of proof, in cases where it can be shown that children do not receive from their parents reasonable attention, through the agency of courts, having broad discretionary powers, should force said parents to realize their responsibility, or pay for having their offspring properly cared for in a home provided for that purpose, at which spiritual and intellectual food can be obtained; also wholesome diet, regular sleep and a rational training which will lead to habits of industry. By rational is meant that which is useful—no one can be hired to turn a grindstone by the hour if there is no grinding to be done.

Should instances occur where parents are unable to care for their little ones, they should become the children of the State, and so trained by the State as to give them an opportunity to live respectable and useful lives. They should not necessarily live in a state institution till grown, but might be paroled by the proper authority when they reach an age at which their labors are of sufficient value to meet their demands for an honest existence, provided their record be such as to justify the belief that they will become useful citizens.

Wards, paroled as above suggested, should be required to report at regular intervals to their Alma Mater; also to send written statements from their employers as to their efficiency and habits; also to return to the institution should they fail to hold the positions secured for them and remain, before being again paroled, till it should be proper in the judgment of the administration to parole them.

#### **Destitute and Neglected Children.**

After diligent inquiry, I am enabled to report the following organizations at work in the city of Atlanta for destitute and neglected children:

The Atlanta Free Kindergarten Association, organized in 1896, now supports six schools for children from two and a half to seven years of age. These schools at present have 300 children enrolled. The children

are comfortably clothed by the Association when necessary, and visited and cared for in sickness. On each Friday a bountiful dinner is served to the children of the school.

The organization called the "Sheltering Arms" cares for forty children at present—most of them small children whose mothers work in factories or do household work in families. The smaller children have kindergarten training and the older ones have lessons in sewing, cooking and general household work. In a few months this organization will be in their own new house on the corner of Marietta and Walton streets, when they will be able to care for from 125 to 250 children.

The Home for the Friendless, supported by an association assisted by the city, now cares for eighty children. About thirty of these are under kindergarten training in the home and fifty attend the public schools. The older ones have domestic training. The city authorities place here all deserted and neglected children and children of disreputable parents.

During the past year the Florence Crittendon home has cared for twenty-eight children born in that institution within one year. The children in this home are retained by the management only until they can be satisfactorily placed in homes at other institutions.

The Grady Hospital, supported by this city, has a well-equipped children's ward where, during the year ending November 1st, 1902, they have treated 233 children, the treatment of many of whom has continued through several months.

The Exposition Cotton Mills supports one large school on their grounds. This school has two departments, primary and intermediate, and gives training to 130 children daily.

The Atlanta Woolen Mills supports one kindergarten, caring for fifty-three children of operatives; also a daily school and night school, one girl's and boy's club and one reading room. The management has built suitable accommodations for this work in their own enclosures.

The Barclay Mission on Marietta street has one Mission Sunday school of one hundred and twenty-five, and one temperance school.

Methodist City Board of Missions supports six industrial schools in the poorest neighborhoods in the city; and also one free kindergarten school with sixty children enrolled, and one day nursery and one night school and one Girls' and Boys' Club—all of these at the Elsas-May Cotton Mills—at this day nursery babies and young children are cared for while their mothers are at work in the mill. This board of mission also employs one city missionary who gives much time to the relief of children in distressing circumstances.

First Methodist Church supports two mission stations on Decatur street and one day school.

Trinity Church supports one Mission Sunday School.

The Methodist Orphanage at Decatur is a suburb of Atlanta and cares for 165 children; these are given excellent educational advantages and religious training. They also receive instructions in gardening, farm-

ing, shoemaking, stenography, typewriting, dressmaking, cooking, laundry and general housework. This orphanage receives and cares for many children crippled and suffering with incurable diseases, and has a free dispensary.

First Baptist Church supports two large Sunday Schools and one Chinese Sunday School and one children's band.

Baptist Tabernacle operates six mission Sunday schools, total enrollment six hundred and ten; also one tabernacle house and infirmary, where helpless children are cared for, and one tabernacle hospital, with three wards where children are treated. This hospital has a staff of twelve leading physicians of the city. The tabernacle has a free dispensary for the distribution of medicines and medical advice. The tabernacle has also one night school at their Boulevard mission.

The Second Baptist Church has one night school, two mission Sunday schools and employs one trained superintendent at \$600 a year to work among the poor.

West End Baptist Church has two mission Sunday schools, one on Glenn street and one on Lee street.

The Baptist Orphanage in the suburbs of Atlanta—located at Hapeville, Ga., has more than one hundred children who receive good educational advantages, religious training and also industrial training, such as shoemaking, stenography, typewriting, laundry work, cooking, sewing, farming and gardening.

Jewish Orphanage cares for twenty-five children who are carefully educated and given manual and domestic training. The management of this Home gives the children their personal supervision up to the years of their maturity, securing for them such special educational advantages as their talents may require.

The Leonard Street Orphanage for colored children has sixty inmates to whom domestic training is given.

The Carrie Steel Orphanage (colored), located on Fair street, supports fifty to one hundred children, giving them careful religious and industrial training.

Spelman Seminary on Leonard street has one primary department with 135 children. Those residing in the home receive training in laundry, sewing, dressmaking, basketry, typewriting and printing.

The First Presbyterian has one mission Sunday School.

The Central Presbyterian Church has one mission Sunday School at the Elsas Mills with 100 children enrolled. Also one colored Sunday School on Decatur Street one hundred enrolled; another Sunday School with 200 enrolled.

North Avenue Presbyterian Church supports one mission Sunday School at the Exposition Mills—in which 75 children are enrolled—also one industrial school.

The combined Episcopal Churches of Atlanta support seven mission Sunday Schools and one Industrial School.

The Presbyterian Hospital has wards in which many children are treated and nursed.

The Colored Methodists operate two Christian Endeavor Societies; five Allen Endeavor Societies; two Epworth Leagues; three Temperance Societies and five mission Sunday Schools.

The Colored Y. M. C. A. has one night school.

The Colored Kindergarten Association has two colored Kindergartens and one Day Nursery.

The Colored Congregational Church supports one mission Sunday School.

The Colored Baptists operate five mission Sunday Schools.

The Colored Presbyterians have one mission Sunday School.

The Colored Episcopalians have one mission Sunday School and one day school.

Notwithstanding all the activities above mentioned for the benefit of destitute children, there are still—among the poor classes of the people—many neglected children whom these charities fail to reach.

#### **Dependent Poor.**

We have a Soldiers' Home, built with contributions from the men, women and children of the State, from five cents up, wherein there are now comfortably quartered nearly one hundred old Confederate veterans properly cared for. The State appropriates annually \$15,000 for this institution and it is a pride to the whole state and a real pleasure to visit these old veterans for they are happy in the thought that the State has not forgotten them; besides the State provides liberally for all indigent veterans and indigent widows of veterans who live with their families. None of our citizens complain of being taxed for the support of the above classes. Most of the counties have Almshouses, where the old and dependent poor are cared for, and as a rule no complaint comes from any one.

In the cities the Churches and Missions and Charitable Associations see that no one suffers—there is a vast amount of good being done in these lines and a great deal more needs to be done.

#### **Prison Reform.**

Not many years ago there was but one thought connected with a prisoner—punishment, severe and unrelenting. Chains, solitary confinement in dark and unsanitary dungeons, starvation, the cruel lash, the rack, the pincers, and other horrid instruments of torture, were the favors bestowed upon him. These atrocious modes of punishing inmates of prison were carried on well into the enlightened 19th Century, and even now, sad to relate, are in vogue in some countries. But happily in our own country, at least, the old unreasoning brutality with which prisoners were formerly treated has passed away forever, like the mist before the morning sun. The criminal is now, and rightly so, regarded as a *patient* to be treated and cured if possible, for by the best and most thoughtful minds he is now regarded as mentally and morally diseased, and, therefore, in need of a corrective treatment. Of course, he must be punished for his offense, and to protect society against him in the future, he must be locked up—until he is cured. And he will never



be cured by solitary confinement in a cell or by harsh and brutal treatment. He should be treated firmly but kindly and intelligently. His self respect should have a chance to sprout and grow. But above all *he should not be allowed to be idle*. Work is the salvation of all people, good, bad or indifferent, and if a criminal, no matter how evil or diseased in mind and morals he may be, is kept constantly at proper work, with proper intervals for rest and recreation, he will inevitably become a saner and a better man.

#### **Needed Legislation.**

Our State should establish at the earliest time possible four Reformatories — male and female, whit and colored. It is wrong to confine youthful criminals with grown up nes. Many a yuth could be saved to good citizenship who goes to ruin under our present system. Our people are waking up to the situation along these lines and we hope to see these reformatories established.

### **KENTUCKY AND THE ATLANTA CONFERENCE.**

EMMA A. GALLAGHER, STATE CORRESPONDING SECRETARY.

In reply to your letter requesting an outline of charitable and correctional work in Kentucky, and as to how the Atlanta Conference could best benefit Kentucky, I have this to say:

The conference should benefit this and all the Southern states, and doubtless will; provided those interested in the special and broad lines of work covered by the National Conference will attend, and, also, if those who are not now interested can be induced to come, that they may learn, by the convincing proof of the usefulness of the Conference, to be interested in these meetings ever after.

As to a State Board of Charities, Kentucky would be benefited by such a board if it could be free from political trammels — not otherwise. Throughout the South there does not seem to exist that congested condition of suffering humanity that is found in some other sections of our country. There is poverty with its distressing conditions, but the needs are generally met by the benevolent people of the communities. In this respect I can speak for Kentucky, and especially for Louisville. Our city is essentially a city of homes among our laboring class and mechanics. Probably seventy-five per cent. live in separate houses. Those living in crowded tenements would hardly reach two per cent.

Juvenile delinquents should be amply provided for in the most excellent — none better — Industrial School of Reform in this city, and two State Schools of Reform located near Lexington. We need Children's Courts in all our cities to make this work complete.

The Prison Commissioners with the Wardens of the penitentiary are working together towards prison reform. We have the parole system, and hope to have the graded system, which every prison should have. The reformation of the prisoner is a prominent object in the management of our penitentiaries, and when their charges go forth free they are gratified that there are helping hands to receive and encourage them.

In this city there is an Industrial Home Shelter which receives discharged prisoners, employing them in making brooms, mops, etc., until they find other work. And now in our State the Central Howard Association has begun earnest work for the prisoner, both within and without the walls, to encourage him to continue the better life.

The Kentucky Children's Home Society is accomplishing noble work in the care of destitute and neglected children, by placing them in suitable homes and watching over them. The numerous homes for the orphan by their sheltering care prevent numbers from falling into this class. The sick and crippled little ones receive tender and skillful care in the Children's Free Hospital, which is supported by benevolent people of Louisville. Also, the children's ward in the City Hospital receives many of these. In a delightful spot in the country is located the Christian Endeavor Children's Home, which cares for such children and enables them to breathe pure health-giving air. Other features for the comfort and well being of communities are playgrounds, free baths, social settlements, traveling libraries, kindergartens, Newsboys' Home, and the varied work of the Woman's Christian Association, Jennie Casseday Rest Cottage, Young Women's Boarding Home, kitchen, garden and domestic science schools, Working Woman's Club, Old Ladies Homes, etc. A State Normal School for colored persons, the object of which is to prepare teachers for the colored public schools. The State furnishes colored children the same educational facilities as white children, in separate districts, graded, High and Normal Schools. The Kindergarten Association has training classes for young colored women to fit them to become instructors in the colored kindergartens.

The Labor Inspector and assistants, though their authority dates back scarce a year, are doing good work in taking young children from workshops and factories and enabling them to attend school.

In the care of the insane Kentucky is well equipped for the work, and they are well cared for in her three asylums. However, all such institutions should be free from political power, change and turmoil. The idiotic have an allowance made them so that they may be cared for by their own families.

The feeble minded, blind children and deaf mutes are provided for in separate institutions, and carefully trained and educated. The institution for deaf mutes has for seventy-eight years cared for these unfortunate children. The one for the blind children for sixty years; when established it was the eighth school of the kind in this country. That for the feeble minded children is entering its forty-third year of usefulness. Each of these institutions has a separate department for colored children.

In the state are three Charity Organization Societies, located respectively at Lexington, Covington and Louisville. A Kentucky Humane Society. A Wayfarers' Lodge and Labor Test under the control of the Board of this organization, of which they can be justly proud.

Now what does Kentucky need? A State Board of Charities; the enforcement of the compulsory education laws; truant officers; laws

making desertion of family a felony; better provision for the care of epileptics and adult blind, and closer supervision of the poorhouses, jails and lock-ups.

### HOW CAN THE ATLANTA CONFERENCE BENEFIT LOUISIANA?

MICHEL HEYMANN, STATE CORRESPONDING SECRETARY.

The immense influence exerted by the Conference in all the cities and states, where it has met, will be still a greater blessing to the whole South, where education in modern *organized* Charity is much needed.

The Conference of Charities and Corrections, held at Nashville, in 1894, has helped Tennessee and all the neighboring States. The following year, a Board of State Charities was established, and we all know the great good accomplished by State Boards of Charities, when they are composed of the right material—and as a rule the best men and women are chosen by the authorities—men and women who are experts, charitable, just, independent in politics, and above all friends of mankind, without distinction of creed or race.

Such men wield a great power over all classes, and though they are opposed in the beginning by partisans or fanatics as a rule they conquer prejudice.

In Louisiana, we have made some progress, but have not succeeded yet to get a State Board of Charities (except on paper, in the new constitution); Charities and Corrections would be much more advanced if we had a good State Board of Charities.

Let us hope that the Atlanta Conference and National Prison Congress at Louisville next year, will attract a goodly number of charitable southern men and women, who will return home full of enthusiasm, and spread the good news throughout the fair South; and that a State Board of Charities will be established in every Southern State.

In March 1897, we had a special meeting of Charities and Corrections in New Orleans, and the result was very beneficial: A Charity Organization Society, a Prison Association, and a Free Kindergarten Association were the fruits of this meeting.

#### Juvenile Delinquents.

After much exertion, we have succeeded in introducing one industry, that of broom making, in our local Boys' Reformatory, but for lack of money, and owing to the short sentence evil, this institution is not what it should be.

The last legislature passed an act providing "That the Board of Control, as soon as practicable, establish a reformatory for youthful delinquents, 7 to 12 years, and to remove from them the stigma of convict life."

The Board of Control of the Penitentiary intends to build the Boys' Reformatory on the "Arcola" convict farm, to save expenses, while the

Prison Reform Association are doing their best to have the Boys' Reformatory built in a different section of the country, under a separate management.

There is no prospect that the Boys' Reformatory will be established in the near future.

#### **Prison Reform.**

A few good, zealous men have organized a Prison Association, and notwithstanding the many difficulties in their way, have succeeded since 1898:

1. In abolishing the convict lease.
2. In placing the Penitentiary in the State's care.
3. In having a bill passed for a Boys' Reformatory.
4. In having a modern county jail built in New Orleans.
5. In educating the people and authorities in the new method of dealing with the delinquents and criminals—to reform instead of punishing, if possible.

#### **Destitute and Neglected Children.**

Private, sectarian Institutions take care of all destitute and neglected children—the city pays a small stipend to each Institution—while the State ignores entirely this class of children, supporting, however, a school for defectives, blind, and deaf and dumb.

The Society for the Prevention of Cruelty to Children, under the able and devoted management of Col. Geo. McC. Derby has accomplished much good in rescuing oppressed, ill-treated, or abandoned waifs.

For the first time in the history of child-saving in this State, the society has placed out children in good families with great success, fifty per cent of their wards having found good homes in private families in the country.

Let us hope that other institutions will follow this example, and place many neglected children in private families in preference in the country. The influx of country people in the large cities is a serious question and all our efforts should be directed to remedy this evil, and employ the best means to send back to the country as many paupers and dependents as possible.

#### **Child Labor.**

Legislation affecting Child Labor in the State of Louisiana. Act 43 of 1886 prohibits:

1st. Any boy under the age of 12 years and any girl under the age of 14 years being employed in any factory, warehouse, or workshop, where the manufacture of any goods is carried on, or where any goods are prepared for manufacturing.

2d. Any child under fourteen years being employed in any factory, warehouse, workshop, clothing, dressmaking or millinery establishment, or to attend itinerant musician, unless such child shall have attended some day school (where competent instruction is given) at least four months of the twelve next preceding to the month of employment. A



certificate of attendance being required from the director of the school district or principal of the school where the child has attended.

3d. Any person under 18 years of age being employed for a longer period than ten hours a day, with one hour off for dinner.

With appropriate penalties for violation of the act.

*Act 59 of 1889* prohibits the employment of children under 15 years of age as gymnasts, acrobats, etc., or in places where their morals are liable to be corrupted; and prescribes appropriate penalties therefor.

*Act 60 of 1892* prohibits the employment of children under 12 years of age, for cleaning or operating dangerous machinery whether moved by steam, water, or other power; with appropriate penalties for violation of the act.

Besides the above, *Act 79 of 1894* covers the question broadly, "in empowering district judges throughout the State to remove children from the custody of their parents or other persons having their care, when the physical or moral welfare of such child is seriously endangered, and to provide such child or children with a home in some institution of the State and authorizing the Society for the Prevention of Cruelty to Children to institute the proceedings.

These laws are surely protecting the children in Louisiana. All we need is the passage of an act, creating the office of Factory Inspector, whose duty it shall be to inspect manufacturies, where children are employed, and report to the proper authorities any infringement of these laws.

#### **Care and Treatment of the Insane, Epileptic and Idiotic.**

We have one Insane Asylum, much too small, for the whole State.

Our legislature has passed a bill for the erection of an Insane Asylum for negroes—to be erected at once—which will give more room for the white insane.

No special care is taken of the epileptic and idiotic, the last class being included in the insane. In fact there exists no statistics of these two classes of unfortunates.

#### **The Dependent Poor.**

We have a Charity Organization Society with a system the same as that of all other large cities, and which relieves a good many worthy poor, but the churches do not co-operate as they should, and much good remains undone.

#### **Legislation Needed.**

Our able representative at the National Prison Association at Washington, on May last, Judge Robert H. Marr, speaks thus on this subject.

"At the last legislative session of 1902, we had six bills introduced, three of which failed to pass.

1. Bill for creation of a State Board of Charities.

2. A bill, providing that all sentences in criminal cases to imprisonment in the parish jail, or to imprisonment without qualification should mean imprisonment *with labor*.

3. A bill requiring that the causes of prosecution should be liquidated in money or in labor, or in money and labor.

Three of our bills became laws.

1st. The Juvenile Court Bill.

2d. Recreant Husband Bill.

3d. Bill grading Misdemeanors and Minor Offenses."

These three bills are considered a great boon by all good citizens, and we hope that at the next session of our legislature, the three bills that failed will also pass; and that a Reformatory for men and one for boys will be established, and thus by degrees, our dear State will become the ideal dreamed of by the great Edward Livingstone, nearly a hundred years ago.

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### THE WORK IN MISSISSIPPI.

W. S. HARRISON, STATE CORRESPONDING SECRETARY.

I am truly glad that the next Conference is to be in the South. You wish to know the situation down here. It is therefore probable that the best service I can render in this paper is to tell what we are doing, or failing to do, for the objects of charity in Mississippi. The orphans claim first attention.

Some eighty-six years ago, dating back into the territorial times of our state, a number of benevolent ladies in Natchez banded themselves together, and having subscribed funds for the purpose, instituted a benevolent society for the care and education of orphan children. The society soon took the name of The Natchez Protestant Orphan Asylum. For seventy-six years this was the only Protestant orphanage in the state. It was undenominational and received income from all the Protestant denominations. But lately the leading churches, each for itself, having organized a similar institution, the sphere of this first asylum has been very materially circumscribed.

At an early day, but just when I have not been able to learn, the Catholic Church organized an orphan asylum, also in Natchez. It is still doing a fair share in caring for the orphans of the state.

About ten years ago in Jackson, Rev. L. S. Foster of the Baptist Church began in a small way the care of dependent children. His labors under the auspices of his Church have resulted in the establishment of an elegant orphanage. This institution was incorporated in 1894. The property is now valued at more than \$30,000, and the orphanage has in its care something over fifty children.

The Mississippi Orphans' Home at Water Valley has been in operation five years. It is the property of the two Annual Conferences of the Methodist Episcopal Church South in this State. The conviction had been growing that the Church should have such an institution. The Mississippi Conference was the first to take action. This was in 1892. But nothing special was done until 1894 when both Conferences appointed commissioners to confer and report. Their report was adopted by both

Conferences in 1895. The home now has the care of more than one hundred children.

The Palmer Orphanage belonging to the Presbyterian Church is located at Columbus. Dr. McClure is the Manager. He has the care of 35 or 40 children and is doing a good work. Some years ago Dr. Clay died in the midst of his labors. But the Home, the last I heard of it, was still kept up and had the care of about sixty children.

With these six orphanages in the state, sustained by private subscriptions, it seems hardly necessary for the state to take up this work. But we do need a reformatory school and this is a work appropriately in the sphere of the state. The state must deal with criminals, and these come mostly from the neglected classes. It is better to deal with established the Waifs' Home near Biloxi as a center of Rescue Work for the two cities of New Orleans and Mobile. This benevolent man these embryo criminals than to wait and have to reckon with them after they have become full-fledged. Such a course is both wise and benevolent. Hundreds of dollars wisely applied here, may in the future save thousands in courts, jails and penitentiaries. Thus the reformatory school commends itself on the ground of economy as well as on those higher considerations of humanity and patriotism. Such a school would surely have the tendency to diminish the flow of criminality and swell the stream of good citizenship. It would be well to impress these considerations on the attention of our legislature.

The criminals of our state are employed mostly on convict farms. There are many considerations in favor of this system. Chief among these is the open exercise which it gives them. But like every system of prison life, it is capable of great abuse.

The professional beggar and the tramp are rarely seen among us at present. It seems easy for all to get employment and there is no excuse for begging. But the idler is still seen in the land, fortunately in lessening numbers. Most of the counties are provided with a poor house, where the really indigent are cared for. Our public school system is not all that should be desired, but it brings the facilities of at least some education to all classes of children in the state.

The state has made ample provision for the insane, deaf and dumb and blind. Thus in Mississippi the orphans are cared for, the educational facilities are improving, the indigent as a rule are provided for, the prisoners are more humanely treated, and the unfortunates have suitable asylums. Altogether the situation is hopeful.

## NORTH CAROLINA AND THE ATLANTA CONFERENCE.

C. B. DENSON, STATE CORRESPONDING SECRETARY.

The meeting of the Thirtieth National Conference of Charities and Correction, in May 1903, at city of Atlanta, Ga., ought to be made effective for good in many lines of social advancement, reform and progress. Since such has been the result of the wise policy of the Conference in various other sections of the Union, it may be assumed that the discussion of the great public needs in education, the administration of charities public and private, the management of State, county and municipal institutions for the care of the defective, dependent and delinquent classes of the population, and of modern improvements in judicial control and reform of offenders, must be eminently valuable, here as well as elsewhere.

That this body, of such dignity and lofty character as to its membership, motives of operation and time honored influence, does not assemble "to lay down platforms" but to learn one of another, and to set forth the facts that govern action and win by experience the approval of those who seek the greatest good in the disposition of the problems of society at this day, commends its judgment to all fair-minded men.

The South has its full share of the perplexities which attend the earnest study of any one of the proposed subjects of consideration: State Supervision and Administration of Charities and Correction; Needy Families in their Homes, Including Legal Aid; Juvenile Delinquents, Including Children's Courts and the Probation System; Destitute Children, Truancy, Child Labor, and Recreation; The Insane, Epileptics and Imbeciles; the Treatment of Criminals, including Probation, Parole and Pardon, and County and Municipal Institutions, Out-door Relief and Vagrancy.

Surely here is a great field for accurate observation, and the concentration of the thought of the country to secure the best results. You have wisely addressed your effort for practical good in the States of the South Atlantic and Gulf Slope, by a preliminary inquiry in regard to the matters which chiefly concern the public mind, or to important subjects, which from any cause, have hitherto failed to secure large and effective investigation. Perhaps no better course exists than to ascertain the special needs in social reform along the lines of Charities and Correction, in each of the states never visited by Congress. To that end, at the request of the Executive of the State, this office will present a few thoughts, as regards North Carolina.

This State is now beginning a career of rapid development of its great natural resources. In population it gained one member of Congress at the last apportionment—not from immigration, for its proportion of foreign born citizens is the smallest percentage of the whole in the Union; but from the cessation of emigration from it, since its new and better days.

Its industries are becoming diversified,—not only has it more cotton mills than any other in the South, and spins more cotton than it produces, but it has two hundred other kinds of manufactures now in progress. The value of real estate and personal property steadily increases, and enterprise is evident everywhere.

At this time the great popular feeling is the intense determination to make public education universal and thorough, and to render higher education more definite by technological work, and object teaching in every line.

The increase of intelligence by special work for education, and its immediate reaction upon heart and conscience by the organization of institutions of charity may be seen plainly acting and reacting in our history. When a system of public schools was set on foot, and the present important colleges of Wake Forest, Davidson and subsequently, Trinity, were added to the time-honored University, about the beginning of the decade of the Forties, there swiftly followed the organization of the N. C. Institution for the Deaf and Dumb and the Blind (1846) and two years later the N. C. Insane Asylum, although in was in 1856, before the latter was finally opened for patients.

So again, after the sad interregnum of the war, and the worse paralysis that followed its dark and bloody years;—when education lifted its head again, and the schools were again put in active operation, then (1875) the Hospital for the Insane at Morgantown was founded, and one for the Colored Insane at Goldsboro; the special and admirable new School for the Deaf, at Morganton, the Oxford Orphan Asylum, and finally the N. C. Soldiers' Home.

About 1884, the teachers of the State organized the N. C. Teachers' Assembly, which for eighteen years has been a 'pillar of fire' in the wilderness through which our people were traveling to the land of enlightenment. They had been struggling for bare existence, after the accumulations of generations, in every form of property, had been swept away. No school fund existed—that having gone down in the wreck. An immense burden of a wholly ignorant negro population was in their midst. Progress was slow, but never was the effort remitted. As taxes grew possible with some increase of means, they were imposed for this holy purpose.

And now we have reached the third era, and we find the charities again next in the mind and heart of the people, with the education of their children. In their eagerness in this work, we see now not one Orphan Asylum at Oxford, but a second there (for colored children), chiefly supported by the State, and others for white pupils established through the churches, and fraternal orders, some of which receive more inmates than the original at Oxford, founded by the late J. H. Mills, a beloved member of the National Conference of Charities. These are situated at Thomasville, Raleigh, Nazareth, Charlotte, Bainum Springs, Goldsboro, and two others to be located, but now gathering funds.

Education widens its influence; besides the A. & M. Colleges, white and colored, a great Normal College for Women has been founded at



Greensboro and large appropriations made to the University. This is the work of North Carolinians strictly, but for the colored race, the help of other communities has been liberally poured out for Shaw University, St. Augustine Seminary, the Slater School, etc.

Again the charities are found side by side in progress. All the State Hospitals for the Insane have been doubled in original capacity and more—the Soldiers' Home enlarged, and special municipal or incorporate hospitals for the sick, a new feature, have been put in successful operation in Raleigh, Wilmington, Asheville, Charlotte, Durham, Tarboro, Fayetteville, and other towns. And during the past year, the first private hospital for the Insane, at Morganton, has begun a useful career.

The struggle to enlighten the children, to comfort the suffering, and increase the permanent capacity of the institutions for this purpose, resulted in the expenditure by the last two General Assemblies of \$846,000 more for public education during the four years than had ever been previously appropriated, and by the end of the present year, \$160,000 more for pensions for wounded and disabled Southern soldiers, and over \$200,000 for betterments, increase of accommodation and support, for the insane. Of the latter, 300 more will be provided for, by January 1st, 1903, who are now in private keeping, in the County Homes, and even in County Jails.

Challenged for these expenditures, no concealment has been made—the people have been shown that progress and humanity demanded it—even though on account of indebtedness to be defrayed arising under fusion government, and involving the need of a temporary loan of \$200,000, there should be a deficit for a short time.

What is more, everybody has been frankly told that this is to be the future policy also. That every child shall have the full constitutional term of public education guaranteed to him, and that the duty of the State to provide for the helpless insane, deaf and dumb, the orphan, and the veteran broken with disease and wounds shall be faithfully performed.

Nor is there any reasonable doubt that this task can be fulfilled, when the assessments take effect upon the increased valuation, especially as general taxation is among the very lightest in the Union, by the economical system and cost of administration.

In 1878 the school fund was \$324,287. It is now \$1,269,718 expended during the past year, besides \$161,363 local taxation for graded public schools in the towns. Of this, \$200,000 was added by special direct appropriation in 1900.

His excellency, the governor, ever since taking charge of the helm of State, has led a campaign in behalf of education, summer and winter, from the mountains to the sea; no district was too remote, no school too small or obscure to be reached by his efforts, and the surrounding people aroused. Inspired by his example, numbers of the best men of the State have given their time and labor, and a veritable revolution has come to pass. The best proof of the enduring character of this great work is the spirit springing up which welcomes local taxation for better schools and for higher education, the consolidation of districts, and

therewith of efficiency, and the improvement of the educational buildings and facilities in every way. In this, the help of the newly organized General Educational Board of the State will be invaluable.

It is at this point that I venture to point out that the correlative influence of this upheaval for progress in education will be powerful for social betterment. The moral must accompany the mental. At last it must be perceived that if the young are to be elevated by study and training and rescued from a life of ignorance, surely that unfortunate part of the children, who may have already fallen under vicious guidance and have become amenable to the law, and are in imminent danger of lifelong criminality, should be plucked therefrom by the hand of the State, through her Reform School, or other agency for the reclamation of juvenile offenders?

This is but an illustration. It is no part of the object of this paper to discuss special subjects, but rather to indicate such topics as we need full information upon, and free discussion. There is no doubt that, perplexing as are some of the problems of charity, intelligently worked out, those of correction are greater. The administration of jails and work-houses, more difficult than of states' prisons, for lack of means and experienced personnel;—the best methods of associating in the prisoner's mind release from punishment and the renunciation of evil-doing;—the usefulness of special juvenile courts, where circumstances favor the same;—institutional life for the young, as contrasted with methods of guardianship in selected homes;—the disposition of convict labor, and similar topics are all important for consideration.

But perhaps the most pressing questions that will need attention in this state at an early day, may be found among these inquiries:

What is the best disposition of a large number of children, of both colors, repeatedly under arrest, confined in police stations, eventually sent to jail for short terms, and to the county roads, and in some cases, to the States' prison itself? What kind of schools, reform, industrial, or by what name, are proving the best means of training and saving such as these?

And in the case of older offenders, of convicts undergoing punishment, what is the practical effect of the probation system? How does the parole system operate, in line of pardon or as a substitute in doubtful cases? What are the proper limits of cases of parole? What is the actual experience of those who have had charge of institutions, where the parole system was applied to negroes? It is claimed by some that as proposed for the negro it is a failure. Facts are what are needed here.

Another subject of interest is the best method of treating out-door relief. This is left to county regulation in North Carolina, and varies from the refusal to grant anything except the support of the Home, to the expenditure of thousands of dollars annually, in small monthly sums. The most surprising contrasts are found in neighboring counties, and it would seem that the experience of other communities has much to instruct us.

Questions of child labor, of vagrancy, of the probability of such a union in management of the county workhouse as to make the labor of vagrants and misdemeanants available for the support of the poor, upon suitably stocked farms naturally occurs to us here.

In regard to the charities proper, it is to be regretted that in our State, while the insane, deaf and dumb, and the blind have been liberally provided for by repeated effort and multiplied institutions, the unfortunate feeble-minded have no institution. And with the exception of a private institution in Kentucky and two in Maryland, we know of no asylum or home for the feeble-minded, conducted by the state or under private management, throughout the South.

The constitution of North Carolina contemplates such a school, but it has never been organized. An unfortunate triad of epileptics, feeble minded young, and aged imbeciles will be found in most of the county homes, some, now and then, in the hospitals, some in the jails. Of all the wretched victims in human life, perhaps these are at the bottom.

Yet I am persuaded that a fuller knowledge of what has been done toward making existence tolerable, comparatively comfortable, and at least partly self-supporting among these sad waifs of society, would stimulate to success a movement which has untold blessing for the feeble of mind and body. What an object lesson would be the work at Ft. Wayne, or Vineland, Amityville and the like!

There is one more topic, and one of vital importance. It is the function and value of a State Board of Public Charities. As North Carolina was the first Southern State to establish such a board, its experience may not be without service to its neighbors, and will be briefly given at another time.

Pardon the length of this paper. Please note the point sought to be made — that educational advancement and enlightened methods in Charity and Correction are strongly allied. That this is a great educational era in our beloved South, and we believe much can be done now for the restraint of the wandering ones from evil, and the relief of forms of suffering never fully reached. May Providence guide the work of the Conference to this end.

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## TENNESSEE AND THE ATLANTA CONFERENCE.

JAMES A. ORMAN, STATE CORRESPONDING SECRETARY.

How can the Atlanta Conference benefit Tennessee?

By getting as many Tennesseans to attend it as possible.

By discussing before the Conference the needs of Tennessee, and after the Conference circulating the literature of the Conference among the people. Let what relates to Tennessee be published in cheap form. Get the Tennessee papers at Memphis, Nashville, Knoxville, Chatanooga and other places in the State to give largely the proceedings of the Conference while the Conference is in session. The law under which the Board of State

Charities operates should be amended so as to make county officials send in their reports without delay. There ought to be a reformatory school in each of the three grand divisions of the State. We have one of the best Industrial Schools in the world near Nashville, but it is not for criminals. It has nearly one thousand boys and girls in it to-day.

We need the indeterminate sentence applied to our prison discipline, and a better jail system.

Much is being done for children in public and private institutions, and by placing children in good homes to be cared for and trained in Christian principles. Many such children are found in the county poor-houses of Tennessee.

Child labor — The law may need a better enforcement.

Many insane people are in our county poorhouses. Let all insane persons be placed in the State Institutions. There should be a home for epileptics, and a school for the feeble minded children in the State.

The poor should be better cared for in the county poorhouses, and no children should be kept in these institutions more than thirty or sixty days until homes are found for them.

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## THE FIFTH CANADIAN CONFERENCE.

J. J. KELSO.

The success that has attended the Fifth Canadian Conference of Charities and Correction, held at Hamilton, Ontario, September 24-26, has greatly encouraged those who are striving to bring to the front those moral and social reforms so greatly needed in connection with the charitable and prison work of the country. The attendance was good, the papers and discussions were timely, and a spirit of enthusiasm prevailed that will mean much in the future development of the work. In a Conference of this kind a great deal depends on foresight in the arrangements, a good local committee and a tactful chairman. These conditions were fulfilled with the result that everyone went away pleased and benefited.

When the first meeting was called to order in Knox church on Wednesday afternoon about two hundred persons were present. The Mayor of the city gave more than a formal welcome, the Attorney General of Ontario, Hon. J. M. Gibson, author of the Children's Act, followed, and the president of the Conference, Mr. Adam Brown, delivered an appropriate address outlining the aims of the gathering. Then a formal adjournment was made to enable delegates to register and to renew old acquaintanceships.

The evening meeting was one long to be remembered; the hall was crowded, good music was provided, and the chief speaker was Prof. C. R. Henderson, of Chicago, noted for his eloquence in the exposition of philanthropic subjects. A synopsis would not do him justice; suffice it to say that he inspired his audience with an optimistic spirit and led them to see with him that the world was growing better, good in-

fluences were prevailing and every day advance was being made in the right direction. He dwelt particularly on the importance of preserving the family life, and in line with this the value of the foster home for dependent children in preference to the institution. His presence and counsel were highly appreciated.

Mr. W. B. Streeter, of Indiana, who was also kind enough to attend, gave a good address on Child-saving work.

Mr. W. L. Mackenzie King, Canadian Deputy Minister of Labor, spoke on the value of social settlements in crowded centers of population. In his student days, not so very long ago, Mr. King held a fellowship in the University of Chicago and was able to acquire a knowledge of and interest in social problems that led to his present appointment. He showed how much could be accomplished for the elevation of humanity by the personal association of good people with the poor, on the principle that actions speak louder than words.

The programme of Thursday morning was made up entirely of addresses on work among children, and it might here be stated that throughout the deliberations of the Conference *the child* was the central thought. Properly protect the child and three-quarters of the charitable and prison work of the day would be obviated. Mr. J. J. Kelso pointed out that what was wanted was not more law but more steam, more co-operation, more down-right, earnest work to stop the stream of criminality at its source. He advocated placing the responsibility for juvenile wrong-doing on the parents, probation officers in every district to look after wayward or neglected youth, less jail for small boys, close supervision of all dependent children until twenty-one, and more of the Divine patience in dealing with the foibles of headstrong youth.

Mrs. L. J. Harvie, one of the visitors of the Children's Department, combatted the idea that children were abused in foster homes. Having visited recently over six hundred of these homes, she could speak with knowledge and assured her hearers that the children were very rarely ill-treated but were growing up to citizenship under favorable auspices.

Rev. James Lediard, of Owen Sound, pleaded for more child-protection work in the rural districts. Much was being done in cities, but the country was neglected, and as a consequence many paupers and criminals had their origin there.

Mr. C. Ferrier, Superintendent of the Victoria Industrial School, gave an eloquent defence of the bad boy, claiming that there was rarely a boy wholly bad. Misguided and unjustly treated they often were, and they broke away from the orthodox path in consequence, but placed under right environment they could be restored to an orderly life.

Mrs. Urquhart, of Hamilton, read a paper on Children's Aid Societies, and Prof. Henderson made a short address, concluding the morning's programme.

In the afternoon the city authorities sent carriages to take the visitors for a trip to the parks and other attractive spots, a compliment that was greatly appreciated.



Another fine meeting took place on Thursday evening when the subject of Crime and Criminals was the principal topic. The first speaker, Dr. J. T. Gilmour, Warden of the Central prison, said he would prefer to laud Mr. Kelso's work, which endeavored to keep people out of prison, than his own, which was to keep them in after they got there. Prison life is necessarily contaminating, and it is hard to reform a child after he has been under its baleful influence. Statistics show that over sixty per cent. of the inmates are under thirty years of age and to rectify this state of affairs it would be essential to begin at the early home-life. He was not a believer in the dark cell or short rations as a punishment, but favored the whipping of the criminal and sending him home to his family, for it is his family that suffers while he enjoys bed and food at the expense of the community. He strongly advocated the indeterminate sentence for persons convicted the third time and cited the cases of young men who had come back to prison a dozen times after robbing and pillaging right and left. Sentences were very inadequate as one judge gave six months, another one year and a third three years for exactly the same crime. This rankled in the minds of criminals and hardened them against reforming.

Mr. C. J. Atkinson, a very successful worker for boys, told of the Broadview Boys' Institute, Toronto, where over two hundred working lads have a large club house, athletic grounds, drill companies, brass band, etc., without in any way interfering with their home life.

Dr. A. M. Rosebrough, Secretary of the Prisoner's Aid Association, in an admirable paper, set forth that his Association did not stand for the relaxation of prison discipline, or shortening of the length of sentences, does not make heroes out of convicted felons, or martyrs out of condemned murderers; but stands for the enforcement of the law and the proper punishment of criminals, believing this to be necessary for the security of society and as best for the criminals themselves.

Inspector Wm. Stark, of the Toronto Detective Department, wanted to see all foolishness in connection with criminals done away with. After a man by three or four convictions has shown himself determined to be the enemy of society, then society ought to combine against him and make life a misery to him until he shows some willingness to reform. It was a constant amazement to him that so many good people signed petitions for the release of dangerous thugs, forgetting entirely to sympathize with the innocent victims. J. E. Farewell, Crown Attorney of Whitby, said that a hopeful sign, but a bad one for him, was that his income had fallen off very materially through the great decrease in crime. Twenty years ago there would be a full docket at the assizes, while to-day they had hardly enough business to occupy the attention of a judge. Recently he tried to send a young boy to the Reformatory but Kelso stepped in and took even that little piece of work out of his hands. (Laughter.)

Other good things were a paper on Tuberculosis by Dr. Edgar, of Hamilton, and a paper by Dr. Russel of the Provincial Insane Asylum, on The Causes and Cure of Insanity. The latter said there was al-

together too much reticence as to the chief cause of insanity, which was the abuse of the sexual power. One of the pressing needs of the day was the teaching of nature's laws to the young, instead of blaming on Providence the results of ignorance and wilfulness.

A cordial invitation to meet next year in Ottawa, the capital of the Dominion, was accepted, and the following officers were elected:

President — Sir Louis H. Davies, Ottawa.

Vice Presidents — Mr. J. J. Kelso, Toronto; Mr. Adam Brown, Hamilton; Hon. George Drummond, Montreal.

Treasurer — Mr. James Massie, Toronto.

Secretary — Dr. A. M. Rosebrugh, Toronto.

Assistant Secretary — Mr. John Keane, Ottawa.

Executive Committee — Dr. J. T. Gilmour, Toronto; Rev. James Lediard, Owen Sound; Mr. Sherriff Cameron, London; J. E. Farewell, K. C., Whitby; C. Cook, Brantford; J. M. Burns, Hamilton; J. R. Dick, Montreal, J. H. Hetherington, Montreal; Hon. E. H. Bronson, Ottawa; W. L. Mackenzie King, Ottawa; George O'Keefe, Ottawa.

The Conference was fortunate in securing as President a man of such rare ability. Sir Louis has been successively attorney-general and premier of Prince Edward Island, a High Commissioner of Canada, a member of the Dominion Government, and is now a Judge of the Supreme Court of Canada.

Friday afternoon was spent in general discussion and after hearty thanks had been expressed to all who had helped to make the Conference such a success, Mr. Adam Brown, in a felicitous speech, pronounced the adjournment.

## ELEVENTH INDIANA CONFERENCE.

AMOS W. BUTLER.

The Eleventh Indiana State Conference of Charities was held in Meridian Street M. E. Church in Indianapolis, November 17, 18 and 19. The attendance throughout was large and the interest manifested was strong. Over five hundred delegates registered. It was interesting to observe the number of delegates from churches and clubs throughout the state. Much interest was taken in the meeting by Indianapolis churches of all denominations and also by the local clubs.

Among those present from other states and contributing to the discussion were Dr. W. P. Spratling, Superintendent of Craig Colony for Epileptics at Sonyea, N. Y.; Franklin MacVeagh, President Bureau of Charities, Chicago; Ernest P. Bicknell, General Superintendent of Bureau of Charities, Chicago; Joseph P. Byers, of Ohio, Secretary of National Conference of Charities; and George L. Sehon, State Superintendent of Kentucky Children's Home Society.

Five general sessions were held, including an opening meeting with greetings by Governor Winfield T. Durbin and Mayor Charles S. Bookwalter and the president's annual address. There was a session for each of the four departments of the work,—State, City, County and Juvenile Charities.

Governor Durbin in welcoming the delegates, said in part: "It must be highly gratifying to every thoughtful person to note the increasing interest taken in State and local charities, and I gladly avail myself of the opportunity to be present on this occasion to greet those who are to participate in the deliberations of this conference. That so much concern should be manifested in behalf of such a cause is a praiseworthy tribute to those engaged in it. There is wisdom and there is safety in thus counseling. In proof that the State is in full accord with every movement undertaken in behalf of the betterment of conditions relating to the benevolent, penal, correctional and charitable institutions of Indiana, I feel I am justified in saying that at no previous period in the history of our commonwealth has there been so little cause for criticism. The spirit of nonpartisan management is being observed in good faith, as the public has ample opportunity of knowing, and merit alone decides the success or failure of an applicant for a place on the pay roll."

In his address, the President, Hon. G. A. H. Shideler, ex-warden of the State Prison, reviewed the progress Indiana has made in prison reform, and pointed out further improvements needed. Among other things he said: "We need a series of workhouses. Work, instead of idleness in a measure prevents crime. Let us also require a complete separation of sex and of juvenile offenders from confirmed criminals in county jails. We need a probation system to avoid first jail sentences; truant officers with judgment and probation officers for supervision of first offenders."

Mr. MacVeagh discussed Charity Organization Society work from a business man's standpoint, giving reasons why it met the approbation of the business men, and stating the demands of the business man relative to charity. Among these, three stand out prominently. He demands that relief shall be adequate, shall be immediate and shall be necessary. He also demands that there shall be no waste and that the recipients shall not be pauperized. Because the organized charity work meets these demands, it appeals to the business men.

The general session devoted to County Charities was presided over by John M. Bloss, President of the Township Trustees' Association of Indiana. In his opening address he showed how by systematic study of the question and the enactment of proper laws, the amount of official outdoor poor relief in Indiana has been reduced almost two-thirds in the past six years.

The striking feature of the programme was a statement of the law and the practice regarding the duties of the several county and township officers concerning public charities. These in each case were explained by an officer holding the position of which he spoke. It included

the Circuit Court Judge, Member of the County Council, County Commissioner, County Auditor, County Sheriff and Township Trustee.

In the discussion of State Charities, the chairman, Prof. Demarchus. C. Brown, made this significant remark: "Shall the church, the state, or private persons or associations care for the unfortunate of the state? It matters not what your answer to that question may be, the fact remains that it is the State that does care for them. What we want is the prevention of dependence. The custodial care of insane, feeble-minded, epileptic and vicious is what we want."

Following was an illustrated lecture on the care of epileptics, by Dr. Spratling. In part he said: "My fifteen years' experience with the epileptic has taught me that he is not an incurable subject. He can be helped by colonization.

"Epileptics need occupation and education. Manual, or muscular education, are absolutely essential. Every epileptic attack destroys to a certain extent mental memory, but has no effect on what might be called muscular memory. That is, he will lose the power to retain mental knowledge, but does not forget how to do things that are manual. This education can be had in colonies to a degree that is impossible in large institutions. Employment and education are necessary to perfect cures. Colonization and open air work accomplish results impossible under ordinary circumstances. Then, too, colonization promotes the individual happiness of the unfortunates. As to what results to expect, where epileptics are properly colonized, I will summarize the matter in this way:

"1. It effects cures in a larger proportion than can be effected under any other form of treatment, notwithstanding the fact that few cases are sent to the colony before the disease is essentially chronic.

"2. It brings about a reduction in the frequency and severity of attacks in the majority of cases, a large per cent. being sufficiently improved to permit them to go into the outside world to earn a living.

"3. It provides special education for a class in the special manner they require to make them self-helpful, this being something they cannot get outside the colony.

"4. It promotes individual happiness in a large proportion of cases due to the patient's living in an atmosphere of congeniality, an atmosphere saturated with a fellow-feeling and a desire to help each other.

"5. It provides skilled forms of treatment by those who do no work but this, and the opportunity for scientific research that can nowhere else be found, and that should be here done for the benefit of all who suffer in this terrible way.

"6. Segregating epileptics in this way has a decided economic value, for so long as they are kept in proper seclusion, that seclusion being at the same time most beneficial to the epileptic, it shuts off absolutely the probability of that epileptic handing down a defective or an epileptic progeny, something that all epileptics are much prone to do. The presence of an epileptic in the marriageable world is like a bank account at compound interest, it keeps increasing in kind."

The stereopticon views illustrated the buildings and grounds of Craig Colony.

In the Juvenile Charities section, the topics discussed related to the care of dependents, child labor, manual training, and juvenile delinquents. The latter topic was handled under the head of the Juvenile Court, by George W. Stubbs, Judge of the Police Court, Indianapolis.

Two round table sessions for each of the four branches of charities were held. In these the various topics of interest were informally discussed.

Among the resolutions adopted as expressing the sense of the Conference on various questions, were the following declarations:

"1. That the Woman's Prison and Girls' Industrial School be separated as soon as it is possible to do so by act of the legislature.

"2. That suitable provision should be made for the care of insane criminals.

"3. That the state should immediately take steps for the care of epileptics.

"4. That such laws should be enacted as will confer on the present or special courts authority to deal with juvenile delinquents and criminals and for the care thereof on probation."

Mr. Alexander Johnson, Superintendent of School for Feeble-Minded Youth, was elected President of the next Conference, and Fort Wayne was selected as the place of the next meeting.

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### MICHIGAN CONFERENCE OF CHARITIES AND CORRECTIONS,

*By L. C. Storrs, Sec'y of the State Board of Corrections and Charities and Corresponding Secretary for Michigan.*

The twenty-first annual meeting of the Michigan Conference of Charities and Corrections was held at Battle Creek, December 3 and 4, 1902.

The first session was a county agent's session. Our friend Streeter's excellent designation of such meetings was used in this instance; (there being no copyright on the title) and this meeting was christened "The Agent's Round Table." Mr. Hugh T. Lewis, agent of Osceola County presided. The time was most most profitably spent in discussing special cases of dependent and dlinquent children; difficulties encountered by the agents in prosecuting the duties required of them, and of how such were overcome. Mr. Griffin, State agent of the State Public School of Dependent Children, addressed the meeting on subjects pertinent to the work of such school. The first evening session,—which was the first general meeting, was presided over by Dr. E. Wirt. Lamoreaux, President of the Business Men's Association of Battle Creek. (The Michigan conference is not burdened with a president, or other regular officers as for that matter). Hon. F. H. Webb, mayor of Battle Creek, extended



a warm welcome to the conference, which was responded to by Rev. Cyrus Mendenhall, Chaplain of Michigan's Reformatory. Hon. Claudius B. Grant, Justice of the Supreme Court, delivered a stirring address on the topic "Prevention of Crime." The judge, of course, treated the subject from the juvenile side. In his opinion the inconsiderate way in which boys injure and often destroy the property of others which comes within their reach, "for fun" leads on to greater crime; that they should be instructed as to the rights of personal property, and be advised of the laws regarding it; that if so instructed and advised the majority of boys would not thus offend; to accomplish this he would have such laws published in the form of a manual for use in our schools, and have addresses made in our schools, by citizens qualified, on the laws, their requirements and penalties; and on what a true law-abiding citizen is. Judge Grant's suggestions in this respect, have the weight of his example, he having practiced what he preaches in many schools of the State.

"Causes of Juvenile Delinquency" was the topic of a paper by Mr. Asa Morse, agent for Montcalm county. Mr. Morse dealt principally with the evils of divorce in his paper, and an animated discussion followed; a prominent lawyer of our State taking the ground that the results of divorce were often beneficial.

Dr. Edward W. Jenks, member of the State Board of Corrections and Charities, presented a carefully prepared and somewhat scientific paper on "Society and the Criminal." The discussion which followed showed that some of his audience were not in exact accord with the science of criminology as set forth by the doctor.

At the closing session, the evening of December 4th, Hon. Levi L. Barbour of Detroit, presented a crisp, bright paper on the Indeterminate Sentence, and, in his inimitable way, brought the Supreme Court of 1891, which declared such law unconstitutional, to task. No member of that court is now on the bench, except Judge Grant, who was the only justice of the court who upheld the law.

The conference closed with addresses on an Epileptic Colony by Dr. Polglase, Superintendent of Michigan's Home for Feeble-Minded and Epileptic; and by Dr. Edwards, Supt. of the Michigan Asylum for the Insane. It was remarked that none of the twenty-one annual conferences which have been held in Michigan had more of practical value to the State, in the subjects presented and discussed than this one held at Battle Creek.

## THE ELEVENTH MINNESOTA STATE CONFERENCE OF CHARITIES AND CORRECTIONS,

C. E. FAULKNER.

The eleventh Minnesota State Conference of Charities and Correction, was held at Rochester, Minnesota, November 19-20-21, and the proceedings indicate a new departure in the methods of conference study in that state.

In compliance with the provisions of a resolution adopted by the Tenth Conference, invitations were extended to county and city officials engaged in the administration of charity, and discipline for minor offenses, requesting their attendance upon the conference meetings, and their co-operation in effort to organize for the promotion of orderly methods. A small number of these officials responded to the invitation, and the County Commissioners present perfected an organization for annual meetings of such officers to be held in conjunction with the State Conference of Charities and Correction.

It is hoped that through this organization a comprehensive study and comparison of experiences in the county administration of relief, and the conduct of jails, and poor houses, may be secured; and effectual means be devised for checking imposition suffered through itinerant paupers.

Upon invitation extended by the President of the Conference to the State Educational Association, a delegate from that organization was chosen, and assigned the duty of presenting a paper upon the "Relation of the Public School to the Cause of Charity and Correction." This service was admirably rendered by Professor A. W. Rankin, Superintendent of the Grade Schools of the State, who plead for a radical revision of methods in teaching the standard R's, as well as for teaching which should reflect more of immediate comfort, and profit, into the home life of the people. The subject of "Religious Teaching in the Prevention of Crime" was presented in an able and instructive manner by Rev. Dr. Marion D Shutter, Pastor of the Church of the Redeemer, Minneapolis, who used the experiences of the city of Minneapolis, in the effort to suppress, and punish municipal corruption, as an object lesson to point the moral of his discourse. Doctor Shutter emphasized the fact that social decay begins at the social top of a community, and works downward in its destructive processes, and that there is really less to fear from the ignorance and vice of the lower stratum of society, than there is from the degeneracy which saps virtue in high places.

The administration of relief in the city, was discussed by Mr. James F. Jackson, Secretary Associated Charities of Minneapolis, in the manner of one thoroughly familiar with his subject, and was a plea for effective co-operation in purpose to secure the best fruits of wise charity organization.

The administration of county poor relief was discussed by Robert Hall, County Commissioner from Olmstead County, Mrs. Sallie B. Sweet, of Fairbault, and George Jarchow of Stillwater, each contributing from

personal official experience something of interest and value, in a study of county methods.

The illness of Rev. Dr. Samuel G. Smith, of St. Paul, prevented the presentation of the subject assigned him, "Prevention of Insanity," and the necessary omission was a matter of regret to all present who were familiar with the interest of Dr. Smith in the subject, and his ability to discuss it.

A paper on the "Early Treatment of Insanity," was read by Dr. H. A. Tomlinson, Superintendent State Hospital at St. Peter, and discussed by Dr. A. F. Kilbourne, Superintendent State Hospital at Rochester, where the session was held. The importance of the effort to eradicate prejudice against the public hospital for the insane, from the public mind, and to teach the need of an early recourse to scientific inquiry in disorders of nerve, and brain, were ably set forth by the distinguished specialists, who are in sympathy with effort to abolish the distressing features of a faulty system of commitment whereby so much of method peculiar to criminal hearings, is practiced in the dealings with a "sickness of the brain."

Amos W. Butler, Secretary of the Indiana Board of State Charities, interested every one with a discussion of "Prevention of Crime" from a comprehensive standpoint of co-operating agencies.

"Modern Method in the Treatment of Epilepsy," was the subject of a paper kindly forwarded by Doctor Wm. P. Spratling, Superintendent Craig Colony for Epileptics, Sonyea, New York, and Secretary "American Society for the Study of Epilepsy." In thus aiding effort to promote a larger public interest in the welfare of the epileptic citizen capable of self control, and the less fortunate members of his group who need special care, Doctor Spratling is illustrating the gospel of "doing by neighbor as by self."

"Social Methods in the Prevention of Paupérism," was the title of a paper presented by Mr. A. W. Gutridge, General Secretary Associated Charities, St. Paul, which was a delightful interpretation of a Charity of Love, exemplified through intelligent personal service. This was followed by a paper on "Home Improvement," by Mrs. F. A. Rising, of Winona, a lady distinguished in Minnesota for her activity in good works, and from whom we receive much that is wise in counsel. The opening address of the President of the Conference was an appeal for co-operation on the part of the church, the school, the social community, and the political community, to discover and destroy the causes of disorder, thus setting order against disorder, and giving larger place to an aggressive charity of prevention as distinguished from a passive charity of relief.

The papers presented were in harmony with the appeal, and the discussions were characterized by an earnest conviction which promises well for the future. Rev. John P. Eakin, of Wauseca, added encouragement from the pulpit by a hearty endorsement of the movement to promote a charity of prevention.

The next Conference will be held in Minneapolis, early in November, 1903, Doctor H. A. Tomlinson, presiding.

## THE MISSOURI STATE CONFERENCE OF CHARITIES AND CORRECTIONS.

PROF. C. A. ELLWOOD.

The third annual meeting of the Missouri Conference of Charities and Correction was held at Sedalia, Mo., Nov. 17th and 18th. The Conference was distinctly the most successful yet held, and was characterized by a deep enthusiasm and a wonderful spirit of unanimity which promise practical results in the not distant future.

President Jesse of the State University, the President of the Conference, struck the keynote of the meeting in a strong and admirably worded opening address. While declaring that the spirit of the Conference must be conciliatory and constructive, rather than critical and destructive, he urged that there were certain points upon which all could unite. First, the State needed a Board of Charities and Correction, free from political influences, which should exercise supervisory powers over all public charitable and correctional institutions. Such a board should have power to appoint, on its own motion and without official dictation, a secretary who is an expert in philanthropic work to visit and inspect these institutions. No other power than that of visitation and inspection would be needed, President Jesse thought, by either the Secretary or the Board, as experience had fully demonstrated the efficiency of this method in gradually raising the standards of the educational institutions of the State.

Secondly, Missouri should provide as soon as possible for its first offenders between the ages of sixteen and thirty a reformatory prison where, under indeterminate sentence, educational methods could be applied to effect their reformation. The present method of sending this class of offenders upon definite sentences to the State Penitentiary, where they mingled with hardened criminals, is both illogical and inexpedient on the part of the State.

Thirdly, the unwisdom of sending children to jail and of trying them in ordinary courts of justice is now, in the minds of intelligent persons, beyond question; therefore, the State should at once take steps to establish Juvenile Courts, with Probation Officers and other necessary machinery in our large cities of St. Louis, Kansas City, and St. Joseph.

Fourthly, a law should be passed prohibiting county courts from making further commitments of children and insane persons to almshouses and jails.

These measures, President Jesse urged, are of immediate importance in the amelioration of the State's charities and corrections, and upon these all can unite; although other reforms may doubtless be needed. The Conference in its resolutions unanimously endorsed this view.

The subject of "State Boards" was helpfully discussed in a paper by Secretary Byers of the National Conference, whose presence the Conference fortunately secured through co-operation with the Kansas Con-

ference. He emphasized the reasons for preferring a Board with supervisory powers only to a Board of Control.

Dr. A. C. Pettijohn, in a strong paper on "The Need of a Reformatory for Adults," ably seconded what President Jesse had said upon that subject. The discussion on this paper was led by the Chaplain of the State Penitentiary, Dr. George A. Warren, who endorsed the idea of a reformatory for first offenders and that the penitentiary authorities were friendly to the erection of such an institution.

Perhaps the feature of the Conference was, however, an address by Judge Tuthill, of Chicago, on "The Illinois Juvenile Court Law." Sergeant James Dawson, of St. Louis, who has for some time been interested in establishing a Children's Court in St. Louis, was chiefly instrumental in securing Judge Tuthill's presence at the Conference. Judge Tuthill's description of the workings of the Chicago Juvenile Court, and his plea for the establishment of similar courts in the large cities of Missouri, was received with great enthusiasm by the Conference, and a legislative committee was appointed to prepare a Juvenile Court Bill for presentation to the next Legislature.

Other features of the Conference were: an address by Dr. E. C. Runge, Superintendent of the St. Louis Insane Asylum, on "Some Suggestions as to the Care of the Insane;" a paper by Rev. H. P. Douglass, of Springfield, on "Boys' and Girls' Clubs in the Work of Prevention;" a paper by Prof. C. A. Ellwood, of the State University, on "Charity Organization for Small Cities," which was discussed by Manager W. H. McClain, of the St. Louis Provident Association; reports from different State institutions and from the probation officers of Kansas City and St. Louis, and finally an address by Rev. E. A. Fredenhagen, of Topeka, Kansas, on "The Work of the Society for the Friendless," a society which has recently extended its activities to Missouri.

Nearly thirty delegates from different parts of the State were present at the Conference; the St. Louis delegation being especially large. The following officers were elected for next year: President, Dr. E. C. Runge, St. Louis; Vice President, Prof. C. A. Ellwood, Columbia; Secretary, J. M. Hanson, Kansas City; Treasurer, Supt. L. D. Drake, Boonville; Executive Committee (additional members) Dr. A. C. Pettijohn, Brookfield; Rev. George A. Warren, Jefferson City; Mrs. Julia G. Hurt, Kansas City.

Kansas City was chosen as the next place of meeting.

The Conference adjourned, after passing a unanimous resolution inviting the National Conference to meet at St. Louis in 1904, the year of the Louisiana Purchase Exposition.



**THIRD NEW YORK STATE CONFERENCE.**

"FROM CHARITIES."

The reports and papers presented at the third New York State Conference of Charities and Correction at Albany, made up a program that was at once comprehensive, well-knit and timely.

The sessions were held in the Senate Chamber of the State Capitol, and at the opening session, Tuesday evening, welcome was extended by representatives of the state and municipal governments. The presidential address, by Mr. Stewart, was preceded by one by the Rt. Rev. William Croswell Doane, D. D., of Albany.

The address of the president of the conference, the Hon. William R. Stewart, was devoted to a consideration of the progress made in public and private charitable work in the state of New York during the past twenty years, the period of his service as a member of the State Board of Charities.

During this period, as President Stewart showed, the state has made great advances in the field of charitable work and has established a large number of beneficent institutions working largely along preventive or reformatory lines. Among them are enumerated the houses of refuge, or reformatories for women, at Hudson, Albion and Bedford; the asylums for the feeble minded at Newkard and Rome; Craig Colony for Epileptics at Sonyea; the New York State Hospital for Crippled and Deformed Children at Tarrytown, and the contemplated State Hospital for the Treatment of Incipient Pulmonary Tuberculosis at Ray Brook in the Adirondacks.

Of the state institutions, Mr. Stewart said: "It is a great pleasure to me, after a long acquaintance with all the state institutions, to testify to their generally excellent management. In twenty years the formal investigations under charges of mismanagement of state institutions, have probably not numbered more than six, and any abuses shown resulted generally from political influences, including the appointment of inexperienced or unfit managers. As these institutions are supported by general taxation, it seems but reasonable and proper that all parts of the state should be represented in their management."

President Stewart spoke of the improvements during the past five years in county and municipal charities, and paid a warm tribute to the private charities of the state: "While the public charities do credit to our state, we have, perhaps, even more reason to be proud of its private charities. A few of these had their origin in Colonial days, but by far the greater number have been organized since the close of the Civil War. Their growth has been even more remarkable than that of the public charities. Free from the restraining governmental conditions which impede the establishment and development of state, county, or municipal institutions, and entirely removed from the influence of politics, the unrestrained initiative of their founders and managers has led to more rapid and satisfactory results."

The report of the Committee on Mentally Defective was presented by the chairman, Dr. George F. Canfield, president of the State Charities Aid Association of New York. The report reviewed the old system of local management of state institutions for the mentally defective as opposed to the present one of centralized state control, contrasting pointedly conditions now and then. The report affirmed that a low rate of maintenance had been coincident with a decrease in the number of recoveries and an overcrowding of the state hospitals, which is variously estimated from 2,000 to 3,000. "The fact that the practice of economy had already been carried too far," concluded the report, and that one of the first acts after the adoption of the new system, which, ostensibly at least, had for its object the securing of greater economy, was the formal acceptance of the necessity of increased expenditure, shows how real the danger is — namely, under state control of a too parsimonious expenditure of money, involving not merely neglect of the inmates but also of the broader interests of the taxpayers.

President William Church Osborn of the Children's Aid Society and former State Commissioner of Lunacy gave a paper on "Safeguarding the Mentally Defective," and Dr. Pearce Bailey, manager of Craig Colony, one on "The Insane To-day." The latter compared the present modes of care with those of the past. As ideal methods of care he recommended the psychopathic hospital and the colonization of the insane.

The report of the Committee on Care and Relief of Needy Families in their Homes was presented by the Hon. Thomas W. Hynes, Commissioner of Correction of New York, who drew from long experience as president of the Society of St. Vincent de Paul, Brooklyn, in advocating rational, sympathetic, constructive work.

"The Opportunities of the Visitor" was the subject of Rabbi Israel Aaron, D. D., of Buffalo.

"It is essentially important," he said, "that those who come in contact with the needy, the unfortunate, and the degenerate should have a certain degree of understanding in the application of modern methods and principles of charity. To overestimate the value of the visitor is impossible; the ideal charity agent is the voluntary visitor of capacity. I am aware of the fact that this species is not too abundant, but material for creating this sort of visitor may be found in abundance. Not that the present plan of employing paid agents need be abolished, but it should be modified. The function of the agent should be pedagogic."

"There is a vast difference between the consequences of a visit by a paid agent to a home and that of a visitor clearly actuated by a native impulse to help. For the true visitor is not the emissary of any society, but the agent of the most merciful God. The plain purpose of the paid agent is to investigate what justification there may be for acceding to the demands for help, to ferret out fraud, to find out the truth concerning the applicant. The visitor's concern does not end when the case has been found 'unworthy.' The visitor must be prepared to do the thinking for the people under supervision, or, what is better, stimulate their thoughts. I believe that I am justified in stating that one of the highest aims of the

visitor is to inspire those gravitating toward dependence with a desire to find and give meaning to their lives; to make them think, and so repair, strengthen, or create the consciousness of the higher self."

Dr. S. A. Knopf, as chairman of the Committee on the Relief of the Sick Poor, reviewed briefly the work that had been done during the past year on behalf of the dependent sick in the cities of Albany, Syracuse, Rochester, Buffalo, and New York. With the exception of the lack of accommodations for the care of the consumptive poor, these five largest cities of the Empire State seem, he said, to have at present ample facilities for the care of the sick poor. Dr. Knopf endorsed heartily the recommendations made by Commissioner Peterson and his associates for the establishment of small psychopathic hospitals in the larger cities to serve as reception institutions for all cases of insanity. Such institutions would serve as a safeguard against any hasty diagnosis in this class of unfortunates, such as is often attended with serious consequences. The separation of the tuberculous insane and epileptic from the non-tuberculous patients of this kind is urgently advocated for preventive as well as for therapeutic reasons. The doctor believes, from his experience with the ordinary consumptives, that the tuberculous insane or epileptic, when cured from this tuberculous trouble, will also stand a better chance to be cured from his mental or nervous affliction.

"Why the Open-air Treatment of Consumption Succeeds," was the subject of an address by Dr. A. M. Veeder of Lyons.

Dr Veeder discussed at some length the relation of temperature to the life of bacilli, the susceptibility of tissues to infection under varying conditions, and the effect of breathing cold air into the lungs. "The very cold air," he said, "which hinders the growth of the bacillus, helps the body to react against it. In short, out-of-door life and inhalation of cold air must be so managed, and carried to such an extent, as to stimulate the body as well as discourage the bacillus." The speaker instanced a considerable number of cases of recovery in conformity with his views, mostly through change of occupation.

The report of the Committee on Dependent, Defective, Delinquent and Neglected Children was given by Prof. F. W. Briggs, superintendent of the State Industrial School, Rochester. A study of the causes that produce dependent, delinquent, and neglected children shows that parental casualty, intemperance, and incompetency, faulty educational methods, and the apathy of the community at large are the principal reasons for such children. Institution reports show that a large proportion are orphans or half orphans, or their parents are separated. The census for 1900 shows that only 5.1 per cent. of both sexes are widowed, and only 0.3 per cent. are divorced. Orphanage is thus the exception outside institutions and the rule within them. The remedy for this, it was contended, is a more general dissemination of the laws of health and the best methods of preventing disease. Health bulletins, similar to agricultural and labor bulletins, should be sent out by health authorities of the state. School buildings should be open to the children continuously, individuality in school should be encouraged, and manual and physical training occupy a larger share of pupils'

time. As bad heredity and intemperance are the causes of the feeble-minded and the epileptic, all defective women should be segregated in institutions during the child-bearing period. Intemperance is responsible for much of idiocy and epilepsy; therefore, it was argued, the cost of licenses should be increased and the number restricted.

"Children's Courts and the Probation System" was the subject of the Hon. Thomas Murphy of Buffalo, who drew upon wide experience as police justice in the preparation of his paper. He explained the working of the Juvenile Court in Buffalo.

The emphasis of the report of the Committee on the Institutional Care of Destitute Adults, as presented by Lafayette L. Long of Buffalo, superintendent of the Poor of Erie County, was laid on the need for legislation for the relief of the feeble-minded epileptic:

"Many counties have in contemplation the improvement of their buildings. It is suggested that a committee or commission ought to be appointed to devise a model system of county buildings, hospitals, and asylums, interior equipment, arrangements, and management, acting in connection with the State Board of Charities, that the results of such action may be available for the authorities proposing improvements. Legislation is demanded to furnish adequate provision for the separation of the epileptics, weak-minded, and demented from the almshouse population. An evil condition exists in this respect in many counties of the state, giving rise to this demand."

Truman L. Stone, steward of Craig Colony, Sonyea, advocated the opening of a training school in every charitable institution for educating industrial instructors in institutional work and the care of patients. This was a feature of his paper on "The Labor Problem in Charitable Institutions."

Mrs. E. M. Putnam, superintendent of the New York State Women's Relief Corps Home, Oxford, gave a paper on "The Care of Veterans in Homes."

The report of the Committee on the Treatment of the Criminal, presented by the chairman, James Wood, president of the Bedford State Reformatory for Women, was interesting because it advocated a new policy for the state in providing special training for those who come into immediate personal contact with criminals in the execution of the probation and parole laws and the work of the various reformatories. It was shown that however able and well qualified the State Board of Parole, the judges who give criminals the benefit of probation, and the heads of reformatories may be, the results, after all, depend mainly upon those in subordinate positions who are the only officials of whom the criminal has personal knowledge.

The first necessity is for such an increase in the compensation paid as will attract a better class. Then, it is proposed to establish a training school in one or more of the institutions, where theoretical training may accompany practical work. The plan pursued by hospitals in their training schools for nurses is recommended. Before these were established, hospitals experienced very great difficulty in providing their wards with nurses

competent to care for the sick, and precisely the same difficulty is found in the moral hospitals the state has established.

A tentative course of study was offered, extending over two years and embracing physiology, hygiene, psychology, sociology, cooking, dietaries, food values, nursing, house sanitation, discipline, management, etc.

The paper of Professor W. O. Atwater of Wesleyan University, Middletown, Ct., on "Dietaries for State Institutions," was a plea for more thorough study of the subject and the practical application of the results. It cited statistics to the effect that not far from 100,000 people are supported in public institutions in the state of New York at an annual expense of some \$26,000,000, of which \$6,000,000 goes for food. There is no doubt that this sum is sufficient for ample and palatable nourishment and that the people are, on the whole, well fed. At the same time, there is reason to believe that they may be better fed at less cost. The kinds of food, the methods of storing, cooking, serving at the table, the attractiveness, and the cost are extremely variable in different institutions, even for people of the same class. An expensive diet is sometimes unsatisfactory, while a more economical one is often highly acceptable. Managers and friends of public institutions are, in many cases, persuaded that important dietetic improvements are both called for and feasible. In a number of instances improvements have been made with great advantage to employees, inmates, and the expense accounts of the institutions. The inquiry into the food and nutrition of man, which is carried on by the United States Government under the direction of the author of the paper, has brought together a large amount of valuable information which, in his opinion, can be advantageously utilized in public institutions. "Much has been done in this direction and with decided success," said Professor Atwater. "What is now wanted is increased attention to the subject."

In a paper on "Uniform System of Parole for State Institutions of Similar Character," Secretary Frederick Almy of the Buffalo Charity Organization Society forcefully advocated more probation before imprisonment, more parole after imprisonment, and distinctly opposed the idea of uniformity.

The report of the Committee on Politics in Penal and Charitable Institutions was presented at the final session of the Conference by the Hon. Eugene A. Philbin of New York. The report reviewed dispassionately and critically the various steps in the direction of substituting political for philanthropic control of charitable institutions in New York state, including the recent governmental action relative to trustees of state institutions, the fiscal supervisor of state charities, the State Commission to Prisons, the State Commission in Lunacy, etc. It urged those engaged in charitable work to do more than merely express their views, and to make use of active and practical measures.

"Centralization in the Management of State Charitable Institutions" was the subject of George E. Dunham, president of the Board of Visitation of the Utica State Hospital for the Insane. He said in part:



"One of the best arguments against centralization is the possibility, to say the least, that the institutions may become part of the political machine where every one, from superintendent to farm hand, owes allegiance to the bosses of the party in power. This has been the case in other states, to the disgrace of the system and the detriment of the service. Now for the first time in the history of this state is there charge or suspicion that there is politics in the hospitals for the insane. The administration of patronage mongers is never economical and seldom is ever of high standard. Permanence during good service is essential inducement to securing the best physicians and nurses at the salaries paid. If these places are to be made dependent on political pull, people competent to give good professional service will not seek or accept them. Under centralization all these drawbacks are not only possible but probable. What has happened in other states is a precedent and a warning. New York politicians in either party are neither patronage proof nor ninety-nine and ninety-eight one hundredths per cent pure."

"The Reason Why Politics Is Likely to Affect Penal and Charitable Institutions" was the subject of the final paper on the program—one prepared by Herbert Parsons of New York and explaining why we should not blame would-be office holders.

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### THE NATIONAL PRISON CONGRESS.

FROM "CHARITIES."

The meeting of the National Prison Association for 1902 was held in the Musical Fund Hall, Philadelphia, September 13 to 17. The greetings by Judge G. H. Davis, Governor W. A. Stone, and Mayor S. H. Ashbridge at the opening session were cordial and appropriate.

The address of the president, Prof. Charles R. Henderson of Chicago, was on the topic, "The Social Position of the Prison Warden." The argument was that a warden is required by the duties of his office to be intelligent in respect to sanitation, industry, economics, law, education and spiritual motives, and must have the qualities of a military commander combined with shrewd insight into character. Hence he must be carefully chosen and trained, protected from spoilsmen, promoted for success, sustained during efficiency, pensioned in old age.

On Sunday, the Association attended a beautiful service in Holy Trinity Episcopal Church, and heard an excellent sermon by the Rector, Dr. F. W. Tompkins. In the afternoon the delegates visited the House of Refuge at Glen Mills, and attended the afternoon service of music and and worship. In the evening members of the Congress were invited to address various congregations. An audience of 3,000 people heard speeches on the care of prisoners by Dr. Conwell, Dr. H. L. Duhring, the Rev. G. W. Stoudenmire and the president of the Congress.

On Monday morning the Warden's Association held its meeting, Mr. N. F. Boucher presiding. Warden J. T. Gilmour of Toronto in-

sisted that the paddle is a more humane method of reducing obstinate convicts than a starvation diet, and prolonged treatment in a dark dungeon. Mr. D. W. Bussinger developed the distinction between the "convict" and the "criminal," and showed that it had practical importance in relation to discipline.

At the meeting of the Chaplain's Association, whose members and hopes are steadily increasing, speeches were made by Dr. W. A. Locke, Dr. D. Starr, and the Rev. W. J. Batt. Practical questions touching religious work in prisons were discussed at this session and at early morning meetings.

Perhaps the most advanced position of this Congress was reached in the noble addresses of Judge R. S. Tuthill, Judge J. Franklin Fort, Dr. Charlton T. Lewis, and Mr. H. M. Boies on Monday evening, when the burning questions of the juvenile court and the indeterminate sentence were handled in a masterly manner. Judge Fort's paper seems to have met the practical difficulties of administering the indeterminate sentence with most satisfactory suggestions.

The report of the Committee on Prevention and Reformatory Work was presented by Mr. J. A. Leonard, a gentleman who has brought to his position as head of the Ohio Reformatory the ripe experience of a teacher and the resources of a gentle and yet masterful spirit. Bishop Fallows, Mr. F. L. Randall, Mr. F. B. Patton, Judge S. B. Davis (of Indiana), Mrs. F. A. Morton, and others, contributed inspiring and instructive discussions.

There was no formal report this year on reforms in Criminal Law. Judge Tuthill made an address in which he showed that with laws as they stand, intelligent and earnest people can unite to promote better care of juvenile offenders and morally imperilled children.

Mr. F. B. Lee presented an experiment for systematic education of public opinion in relation to crime, chiefly by means of the newspapers, since legislatures and courts must respond to the demands of the social conscience.

Mr. Albert Garvin's report on prison discipline was based on a study of collected documents relating to methods of controlling men in American institutions. A digest of these regulations will be printed in the proceedings of the Congress.

Mr. E. S. Wright and General R. Brinkerhoff spoke on the subject of Judge L. G. Kinne's paper: "Purposes of Prison Control and Discipline." Judge Robert H. Marr of New Orleans made an admirable presentation of the forward movement in the South. Most frankly and tactfully, he showed the origin of the lease system, its evils, the gradual substitution of the state account plan, the purchase of agricultural lands for reformatory colonies, the improvement of penal law and procedure, the introduction of preventive and educational measures for children and first offenders. Judge Marr represents the progressive and hopeful elements which are at work in the new South. Since the National Conference of Charities and Correction, and the National Prison Association are both to meet next year

in the South, the visit of several gentlemen from that region was peculiarly timely and pleasant.

Col. Richard Sylvester, superintendent of police in Washington, D. C., pleaded for the merit system with eloquence and force. The delegates to the Congress were unanimous in praise of his utterance, and were glad that so accomplished and high-minded a gentleman should have gained such a position of influence in urban police circles in this country.

Mr. Amos W. Butler, in his usual accurate and painstaking method, summarized the results of a prolonged investigation of the work on behalf of discharged prisoners in the several states.

The Association of Prison Physicians, in its second session, was ably represented by Dr. John T. Bird, and Dr. Theodore Cook, Jr., in discussions for the best methods of diminishing propagation of degenerates and of the treatment of infectious and contagious diseases among convicts. Dr. Bills made a good point in saying that prison physicians have an extraordinary advantage in studying the insidious beginnings of insanity under conditions of observation and control not possible elsewhere.

The next Congress will meet at Louisville, Ky. Warden Henry Woolfer of Stillwater, Minn., was elected president of the Association.

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### **SOME SOCIAL BURDENS: WHAT THEY ARE, AND WHAT WE ARE DOING TO LIGHTEN THEM.**

AN ADDRESS DELIVERED AT THE ILLINOIS STATE CONFERENCE BY JOSEPH P.  
BYERS, GEN'L SEC'Y OF THE NATIONAL CONFERENCE.

The importance of the work of organized society in the domain of charities and correction cannot be overestimated; neither can its magnitude be exaggerated nor its possibilities for future good foretold. This work cannot be dwarfed by comparison. It stands shoulder to shoulder with the work of the church; or if it does not it fails to occupy its proper and legitimate place. For this the church may not be altogether blameless. But however that may be, in the discussion of the questions set before this and kindred conferences we have a right to expect and ought to demand the best thought, the united and *continuous* efforts of both organized society and the church. A merely passing or passive concern is not sufficient: the interests involved are too vital for trifling. No eight hour law can be recognized if we are ever to reach a solution of our social problems.

The care and treatment of the insane, the education of the deaf and blind, the relief of the dependent poor, the custody and training of the imbecile, the restraint of the vicious, the control and reformation of the criminal and wayward, the nursing of the sick, and the protection and care of dependent and neglected children, these together make up a self imposed burden that society has set herself to carry. That this burden is heavy and in many ways unwieldy is quite apparent. Yet, great as it is, we are adding to it in many directions,—establishing institutions and

colonies for epileptics, free public baths, play grounds for children, municipal lodging houses, hospitals for consumptives, custodial farms for adult imbeciles, and we will in the very nature of things, as time goes on, add others. Some day we may go so far as to modify our present methods of outdoor relief, diverting all or a large part of it to pensions for the aged; and who knows that we may come to the time when we will turn a willing ear, a ready hand and an open purse to the needs of crippled and deformed children. If, hitherto, the impelling motive actuating society to make provision for some or all of these classes has been *self-protection*, we must be willing at any rate to ascribe to the State a fair amount of unselfish philanthropy when it shall adequately provide for decrepit old age and deformed and crippled childhood.

With all the demands made upon Society in these various directions, and in anticipation of the future but certain calls upon its strength and sympathy, it behooves us to scan closely the work we are already engaged in, in order that we may the better adjust the burden and thereby make it easier to be borne. While we may not yet be able or willing to relinquish any part of it, we must, in view of future demands already apparent, satisfy ourselves that present methods will, if persisted in, finally decrease the load and that we are not now dissipating our strength and resources for very inadequate present and future returns.

There is good advice in the old adage of "let well enough alone." But we progress rapidly nowadays and must remember that what was well enough yesterday is poor enough to-day, and will be bad enough to-morrow. And in the light of the present many of the methods of the past, or, more properly lack of methods, are beginning to show to great disadvantage. I am not one of those who expect to see reforms accomplished over night. I do believe, however, that in the light of past experience and successes achieved in other places, we are too slow in adopting and putting into operation the same methods that have brought beneficent results in other communities.

In asking you to consider with me for a little while a few of society's burdens I am not egotist enough to imagine that I can offer to a considerable number of you anything new. I am not profoundly impressed that we actually need anything new. Rather do I believe that our greatest present need is a better understanding and appreciation of some of the things already successfully in operation here and elsewhere. Sociological reforms are suggested by experience and students; they become accomplished facts only when the average sense of the community demands them.

The foundation of all social reform, particularly in the matters of pauperism and crime, must be laid in the care of children. I believe that every child whose parents or guardian have shown themselves unwilling or unable to give it at least an opportunity for knowing the good from the bad; whose immorality, by practice or precept, is so pronounced as to wholly influence the child to choose, however involuntarily, the evil; in a word, the children of those who so openly disregard the laws of God and man as to require society to take constant precautions against them

or their acts, should become the children of the State; and to these must be added children whom misfortune has left without a natural protector, and those who, having reached an age where the law judges them to be in part responsible for their own acts, have come into conflict with the law and thus under the observation of the courts. The state has, to a considerable extent, assumed over all of these children a direct guardianship and thereby made herself responsible for their development and future usefulness. How is she discharging her duty? What is she doing to supply all of those things whose absence in the education of the child predestines it for evil? Much; but there remains much to be done. The homeless and neglected children are still too generally put away into institutions. The necessity for institutional or school care for wayward children must not be allowed to influence us as to the best methods for the care of the child who has shown no such tendencies. For the former the discipline and training necessary to counteract habits formed or forming can be often best administered in an institution whose discipline is backed by authority of law. In the other case no such necessity exists. What these children need, primarily, is the love, affection and guardianship of the family; for in the family life we find the natural and highest development of those elements of character that make for good citizenship in a Christian community. It is with no small degree of pleasure that in this connection I can refer to the work of the Illinois Children's Home and Aid Society, under the superintendency of Mr. Hart. Operating with the avowed purpose of securing "approved homes for homeless children" and to befriend those "neglected, abused or dependent" this Society is one of the most efficient agencies engaged in Illinois in reducing permanently the burden of pauperism and crime. That it is not doing more is no fault of the Society or its officers. Their success is measured by the amount of human sympathy and interest they receive; and if human sympathy is not stirred to its profoundest depths by the cry of the homeless, neglected or abused child, then nothing else will reach it. Some fuller expression of it in the State might enable Mr. Hart's or other similar agencies to remove from your poorhouses the several hundred children they now shelter. Try it.

As for your delinquent children all the world is beginning to know of the work of the Illinois Juvenile Court Law. And to know of it is to profit from it. But who are these delinquent children and what makes them delinquent? They are those who have had a bad start and from no fault of their own. They are the twigs that have been inclined the wrong way. They are those in whom habits have been formed that are leading them into trouble and difficulty. All this the state proposes to rectify so far as it can be done. She removes the child from the evil influences that have hitherto surrounded and molded him; she takes him into her own home, into an institution of her own providing; she sets counter influences at work, influences for good. For a few years she honestly and faithfully endeavors to straighten the twig,—to destroy bad habits and to build up good ones. She sends him to school, she teaches him a trade, which likely as not he may not be allowed to follow. She gives him moral



instruction. All this the State does for two or three years with children who, for the most part, have had ingrained in them from infancy undesirable traits and habits. Then what? She sends them back, with rare exceptions, to the places of their origin under a sort of parole that may mean much or little. What has she done to purify the home whose impurity justified her in removing the child from it? What has the community done to sweeten the atmosphere where the child became foul? What has been done to render safe his return to it? What after-aid is given to confirm and strengthen the good impressions received in the period of State custody? The home life or the city life, which ever it has been that has made State care necessary, is as much in need of State supervision and regulation as the product of such life. There is work to be done at both ends. None of these boys or girls should be returned to their homes without at least a reasonable expectation that their reformation already begun will be continued. The end of all this effort is the establishment of good character and no consideration must be allowed to intervene that will place this in jeopardy.

Delinquent and neglected children are, for the most part, the product of delinquent parents. I want to tell you what is being done in two localities, and of course there are others, for the corrective treatment of these parents. Last year the Humane Societies in the cities of Cincinnati, Toledo, and Columbus, under order of the courts, collected from the parents of neglected or abandoned children \$25,253.21 and this money was every cent used for the needs of their children. There are twenty-six Humane Societies in Ohio. In their work they are greatly strengthened by a state law that makes abandonment of children or failure to provide, a felony, imprisonment to be suspended during good behavior and proper support of the family. In Ohio a felony is an offense which subjects the offender to imprisonment in the State Penitentiary, the minimum term being one year.

Something of a different sort is being done in New South Wales, Australia, whereby delinquent parents and their delinquent children are both affected simultaneously. I quote from the report of the Comptroller General of Prisons, Frank W. Neitenstein, for the year 1901. He says:

"For many years I have urged the necessity for the establishment of Day Industrial and Truant Schools in order to check youthful vagrancy and truancy. The Day Industrial School seems to be particularly fitted for such work. The parent or guardian would be required, under certain penalties, to leave the offending truant at the school every morning at 6:30, and to take him home again every evening at 7:00. In the institution would be encouraged much drill, domestic work, Sloyd, education, and soap and water, with a fair amount of play. Breakfast and dinner would be provided, and the parents would be, where neglect is proved, ordered by the Committing Bench to pay not exceeding ten shillings weekly (about \$2.50) while these remedial measures were in operation. After a time it would be

possible to discharge the child on license, so long as an ordinary school—to be named—was attended, and no running about the streets either by day or by night in doubtful company would be allowed."

Following the above extract, the report recommends the establishment of a *Juvenile Court*.

I cannot leave this part of my subject without a further word in behalf of the crippled and deformed children. Here is a burden as yet untouched, save in a few isolated instances. Modern surgery performs miracles. It stands ready to-day to cure or greatly modify ninety per cent. of the deformities and physical defects of children. A civilized Christian community stands aghast at the proposition to quietly and painlessly remove from life the hopelessly unfit. It holds it a bounden duty to give tender and loving care, regardless of expense, to the hopelessly insane and the driveling idiot. Yet in its inconsistency it permits children afflicted at birth or in early childhood with physical defects and deformities, to grow up unattended, their lives obscured and embittered, becoming burdens upon their friends, exhibiting themselves on our streets to provoke our charity, or thrust into our poorhouses. Why not be consistent? If we deem life so precious to the utter idiot that we exhaust every effort to keep him alive, why not, as far as we can, make life tolerable for these little ones? I know what is being done in the public schools of Chicago and by such institutions as the "Home for Destitute and Crippled Children" in the same city. But Chicago is not all of Illinois and Illinois is but one state. In my last report to the Ohio Board of State Charities, for 1901, bringing this matter to their attention and to the attention of the legislature, I said:

"In the absence of any private provision let us have a State Hospital for Crippled and Deformed Children. Let this hospital open its doors first of all to the children now under public care that need its ministrations. Then let it receive the children now in private homes, who, if their condition remain unchanged, must become dependent. Finally, let it, if possible, provide the means whereby the children of our citizens who can afford to pay for its benefits, may do so. Let it have the best medical and surgical skill that these professions can furnish; and a trades and manual training school that shall afford them the opportunity for acquiring a trade or profession that will fit them as far as possible for self-support."

In looking over the last published report of the Illinois Board of State Charities I find some interesting statistics of expenditures for outdoor relief. Unfortunately the character of these expenditures and the character and number of those relieved are not shown. But the one fact that for this purpose you are expending in round numbers three-quarters of a million of dollars annually leads to the suspicion that the same abuses that have attended the administration of these funds in other states are not unknown in Illinois. Chief among these abuses are the rapid and wholesale pauperization of the people, wasteful extrava-

gance and political corruption. We have investigated this matter in Ohio—in fact, we are still at it, and to some purpose. Five years ago Ohio changed from the county to the township system of relief, with certain restrictions. Under the county system it was a simple case of a township grab for a county fund—"everybody get all you can, the county pays the bill." It is different now: the townships pay their own bills from their own treasuries. We have gotten the expenditures back to a point where those who foot the bills can know what and who they are paying for. In some of the counties, to be sure, the old way of doing things had become so firmly fixed that they seemed to be unable to let go, but the publicity given to them through the Board of State Charities is working a reform. The board receives itemized reports from each township and these reports enable us to judge pretty accurately of the character of the outside relief work. For instance: for the past two years we have been able to institute comparisons by counties—grouping those of the same approximate population and showing, by a system of colored charts, their outdoor relief operations. In one county last year, where the reports showed there had been a total disregard of our poor laws, we found that one in every fifteen of population had received outdoor relief. This year the same county reports one in forty. The results so far have been, first,—that we have reduced the aggregate of these expenditures in the state not less than \$150,000, and will still further reduce them as much more; second,—the poor are better cared for than formerly; third,—there has been no increase in the number of the indoor poor. In Indiana the change to the township system has made as good if not better showing. In the larger cities of Ohio we are tending more and more to the total abolition of official outdoor relief. In Columbus, after several years of patient and persistent effort, the city authorities have accepted the services of the Associated Charities and now grant no relief unless it is recommended by the Association. They may do this under a special provision in our law. The result: last winter during the months of December, January, February and March the official outdoor relief in that city with a population of 150,000, amounted to a little over \$1,800.00. Under the old county system it formerly reached, in the same months, to from eight to ten times as much; and even under the township system, too, it was many times greater. This is a better plan than either the county or township system and might well be adopted in every community where there is an Associated Charities or kindred organization. I have learned from the proceedings of your former Conferences that you have been giving this question of outdoor relief careful and serious consideration. I have no doubt that you can succeed in materially reducing the size of this particular burden and its resultant evils, which were so clearly outlined in Professor Felmley's report on the subject to your Conference in 1900.

We have a just and pardonable pride in the number and extent of our hospitals for the insane; and take considerable comfort in our homes for children, schools for the deaf and dumb, blind and imbecile; we find consolation in the fact that our poorhouses are attaining to a standard that

may soon warrant us in making that word obsolete; and we are not altogether dissatisfied with our penitentiaries: but who has ever heard one word of praise spoken by any one in possession of the facts, in favor of our county jail system and municipal prisons? I have no desire to be harsh in my criticism of these institutions or to dwell long upon the subject. But if any in this audience will take the pains to visit and inspect the jails of his own and neighboring counties and eight or ten of the nearest municipal lockups, and fail to find them, as a class, urgently in need of moral disinfection, he may congratulate himself that he is living in an altogether exceptional community, uncommon in these United States. Furthermore, I venture to predict that if the members of this Conference should act on this suggestion, to visit, inspect, and *talk about* their lockups and jails, and I would not for a single moment charge them with being worse than similar institutions in other states, these places of detention would receive an uplift that would rival the result of John Howard's work in England more than a century ago and would eventually reduce the burden of pauperism and crime in Illinois.

The practice of sending men and women to local prisons and jails to serve sentences ought to be stopped. If work cannot be furnished them under present conditions, and it seems impossible, then every convicted person of the class that serves such sentences, should be committed to a workhouse.

Another thing: no man or woman deprived of liberty, and being in good health, should be permitted to be in idleness. As long as we continue to make such strenuous efforts to eliminate the workless man, and the *won't-work* man from free society, we ought to insist upon the application of the law of "work" to every prisoner. And yet further: the State has very generally accepted the doctrine that punishment is not the end sought by imprisonment, but reformation. There is another step to go. The idea of vindictive punishment of the prisoner is disclaimed. Yet the State either deprives him of the opportunity of work, fails to supply him work and require of him its performance, or, on the other hand, monopolizes for her own use the returns from his labor when he does work. In doing these things she but too often visits a punishment worse than she refuses to inflict upon the prisoner upon his wife and children. Many prisoners have no family responsibilities: many of them have. Man's first duty may be to God, but certainly the second is to his family. Indeed I strongly suspect we might place the family first without incurring Divine Wrath. When the State, as a means of self-protection, undertakes the reformation of a criminal she ought to be quite sure his family is not, by that very fact, forced into pauperism or driven into crime. In advocating, as I do, the payment of all of a prisoner's earnings, *all of them* I say, to his wife, children or parents, when these are shown by careful investigation to be wholly dependent upon him, I am aware that I arouse the hostility of prison managements and partisans. Both of these are anxious to have the institutions make a good financial showing. The first through a quite natural pride of management; the second for campaign thunder. A state, county or city can better afford to pay to the families of prisoners

the whole amount of their earnings than they can to stand charged with the making of paupers, dependents, criminals and prostitutes out of the members of these families. The head of a family, father, mother or son, should be made to feel and fulfill their responsibilities. Better that the support should come from the responsible head, even though under compulsion, than that it should be doled out through the medium of official relief or secured by more questionable methods.

There is, finally, one burden we ought to unload for good and all. It is heavy, expensive, profitless, and without sense or reason. I refer to the burden of political interference and influence in the management of our public institutions and in the distribution of public funds for the relief of the poor. This thing alone is responsible for more than half of the scandals that affect the administration of our institutions and public funds; and to its credit can be placed much more than half the troubles that harass and annoy institution officials. And yet, in full recognition of these things, it has been, with a few notable exceptions, complacently borne. But the signs of the times point hopefully to a better day. High noon may be a long way off but the dawn is here. In proof of this I want to give you a few of the signs. The Governor of Indiana is now engaged in stumping that State. He is using before the people as a reason for retaining his party in power the argument, based on fact, that his party rescued the State institutions of Indiana from the control of partisan politics; and furthermore, announces it as the future policy to make the divorce permanent. Is there hope in that?

Recently, in New York State the following plank appeared in a political platform:

"We demand that the administration of the state hospitals for the care and medical treatment of the insane, and also the charitable institutions of the state be made absolutely free from all partisan influences; and that they be conducted on progressive lines, with due regard to economy and for the welfare of the inmates of the institutions, and the protection of the state; that citizens of the state acquainted by service and experience with its philanthropic activities should share in the management of these institutions, in order that they may be preserved from all partisan influence which would be a grave danger and detriment to the unfortunate inmates, and a lasting injury to the state."

I expect to live to see the time when political control of our institutions for partisan purposes will be only a recollection.

Sisyphus, we are told in an old Greek legend, was during his life the craftiest of all mankind. It is related how, when Death came with his summons, Sisyphus caught and bound him and for a long time held him a prisoner. He thereby prolonged his own life. In fact nobody died. But after a while Death escaped with the assistance of one of the gods and in turn carried Sisyphus off. Even after he had thus reluctantly joined the Shades this Greek hero found the means to return again to earth; his wife, who was still in the flesh, aiding him. He must have been a model husband. At any rate helived to a green old age and gave no little

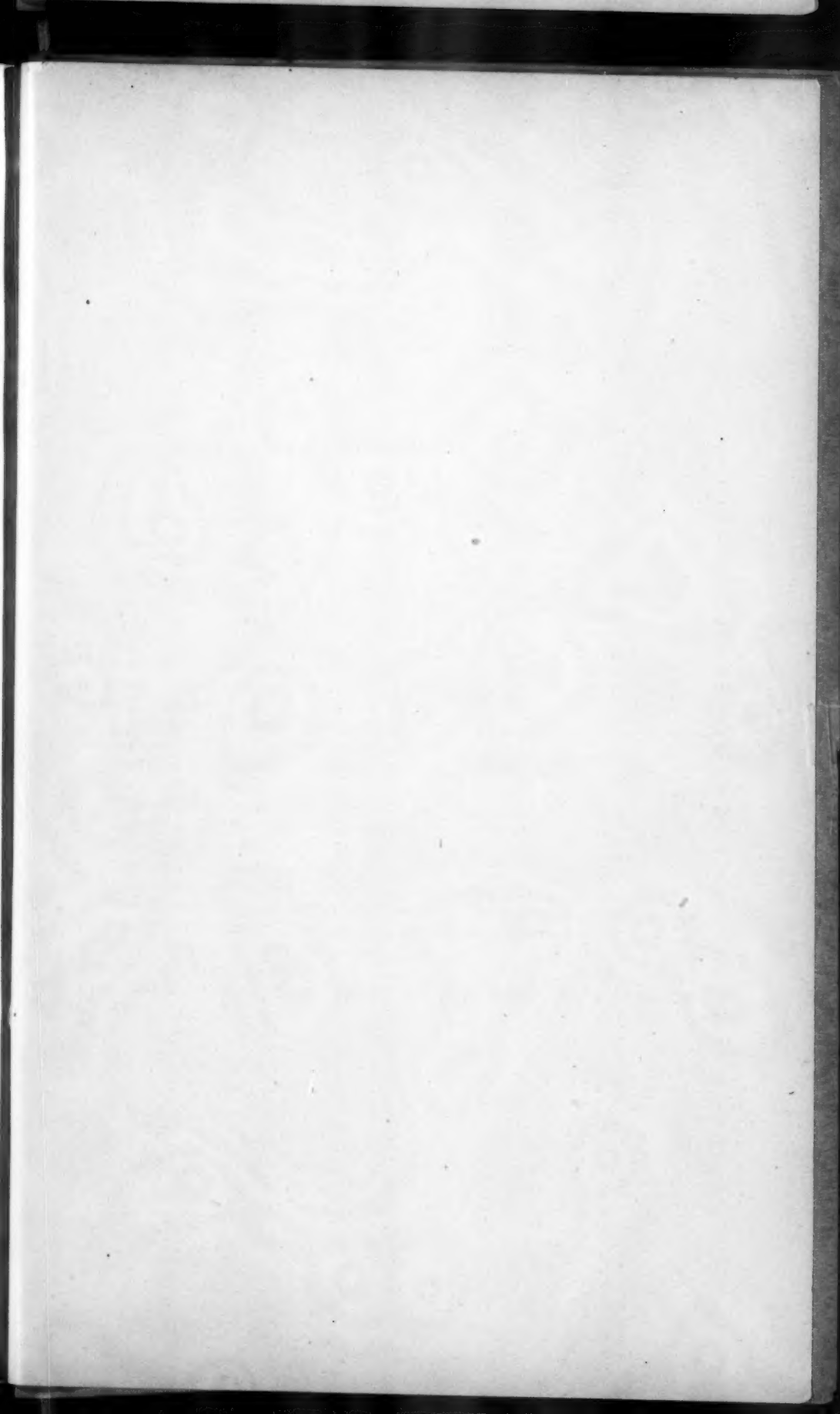


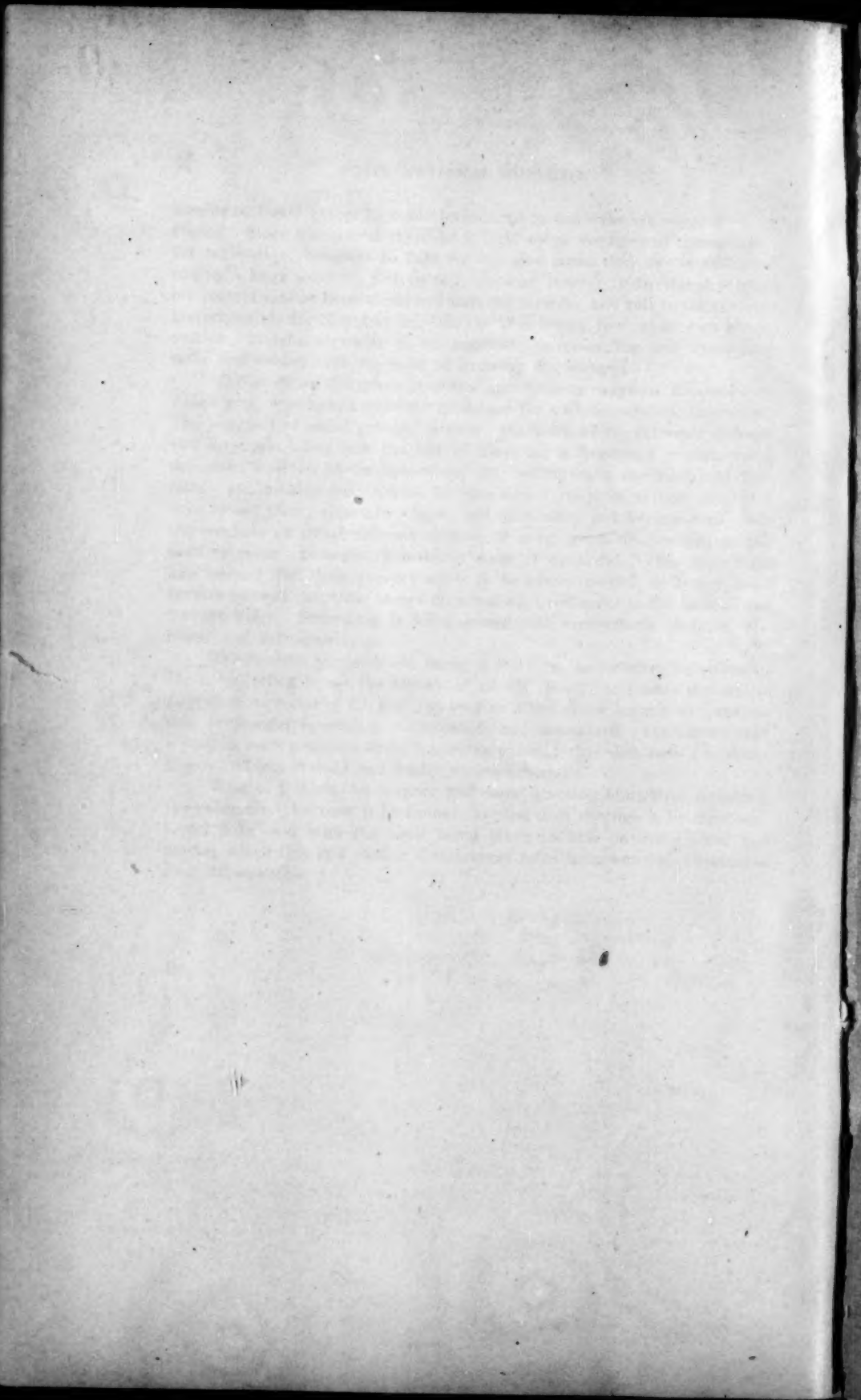
trouble to Death before he could be induced to make the second journey to Hades. Since his arrival there he is said to be engaged in the delightful occupation, assigned to him for his sins committed in the flesh, of rolling a huge stone up a steep hill, doomed forever to have it slip from his control just as he is about to reach the summit, and roll to the bottom. Unfortunately for Sisyphus he, like the Wandering Jew, must ever go on and on, keeping eternally at his hopeless, never-ending and wearisome task, and denied even the boon of growing discouraged.

The story of Sisyphus reminds me in many ways of the work in which you, who have assembled here, are for various reasons, interested. The progress of social reforms is slow: the work of the reformer difficult and uncertain. For him the hill of Sisyphus is become a mountain; a mountain built up of the ignorance, the indifference, the apathy of Society: and up this steep ascent he persistently rolls his reform measures only to see them, time after time, roll back upon and beyond him. But the workers of social reforms seldom, if ever, grow discouraged to the quitting point. It might be better if some of them did. They have long ago learned that their journey up is to be often re-trod, and they have further learned that their stones do not always roll quite so far back as the starting point. Something is being gained with each effort. A little, not much, but still something.

The modern Sisyphus will learn, is learning, to conserve his strength. He is beginning to see the futility of all his efforts, to realize the disappointment of reaching the goal, so long as it lies at the summit of a mountain of popular ignorance, indifference and unconcern. He knows that poised on such a summit there is nothing gained; that with such a foundation no reform is truly and finally accomplished.

Wisely, I think, he is more and more devoting himself to removing the mountain. Go over it he cannot, around it or through it he must not. Level it he will with the tools being given to him on every hand and among which this and similar Conferences must be counted as invaluable and indispensable.





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